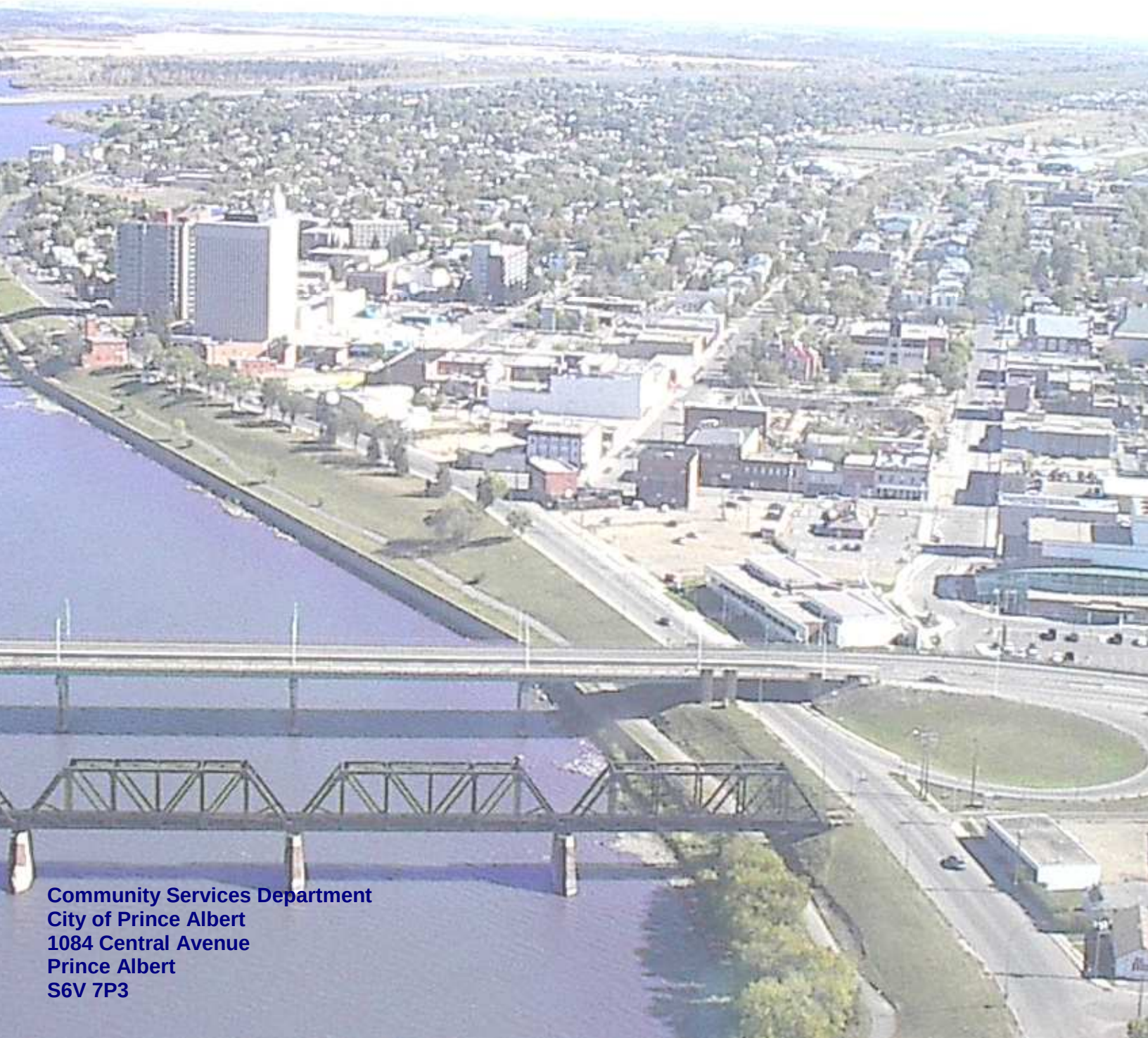
Prince Albert, Saskatchewan

Community Action Plan on Homelessness and Housing

2007



Community Services Department
City of Prince Albert
1084 Central Avenue
Prince Albert
S6V 7P3

Dedication

To those who depend on
Our Vision for a Brighter Future
and
The role safe, affordable, secure housing plays in it…

Prince Albert Community Action Plan on Homelessness and Housing

Distributed by:
The City of Prince Albert
Community Services Department
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November 2007

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City of Prince Albert

Families, Neighbourhoods and a City Growing Dreams and Building Futures

A House is composed of bricks and mortar
But a Home is more…
It is the Heartland – a place where life is brought forth;
Where the spirit is nurtured;
Where children and adults learn how to be family; and
Where they discover their human-being in the shelter of each other.
A Neighbourhood knits families together;
It helps them to grow and develop because of their diversity; and
It is where they discover their collective capacity to work for the common good.
And a City is a constellation of neighbourhoods and families –
Each vibrant and unique.
It is a living thing that holds collective and individual hopes and
Dreams for a brighter future.
A City ensures that all its citizens can achieve their potential
By creating environments where all can thrive; and
By enabling individual and collective growth.
It is a place of hope and possibility
Where the rights of all are respected and ensured;
Where all can realize their promise.
A City is a place
Where diversity is a gift not an obstacle;
Where we learn to see as others see;
Where we chart goals and work together to achieve them, and continue to ask,
"What if?"
And one of those visions for the future is
Safe, affordable, secure homes that are adequate and suitable
For all our citizens.

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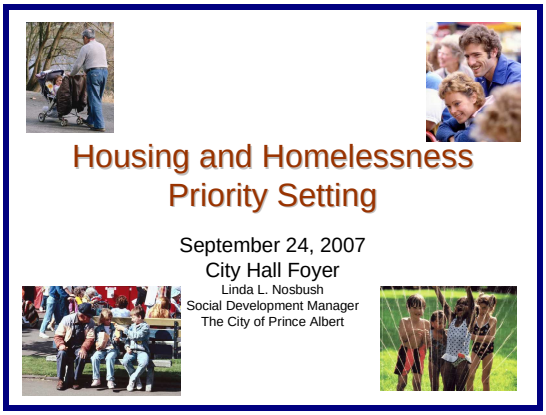

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About The Action Plan

Welcome to the updated Prince Albert Community Action Plan on Homelessness and Housing, which is a document developed by the community for the community. The purpose of this Action Plan is to not only provide a snap-shot of the current housing situation in the City of Prince Albert but also enable us to move strategically as a whole community. In order to do this, service providers, policy makers, community organizations and citizens must have an accurate and up-to-date evidence base to inform their decisions. While independent action by a group or sector may seem more rapid, it is a false sense of speed because it assumes that the separate actions will work together to form an integrated and cohesive response system to complex problems. Instead, the community has decided to fashion an integrated plan, where the individual initiatives in the City Of Prince Albert work together to create a synergy and will enable the community to realize its broader vision in a more integrated and comprehensive manner. Not only does this mean that meager resources will be used more efficiently, but it also means that collective wisdom can be brought to bear on this overall plan as it emerges. When a community works together in a strategic fashion, they will not only use their resources better, they will also be able to leverage other funds because of their collective action and capacity.

The plan represents a synthesis of perspectives and priorities from Prince Albert citizens, community organizations and service providers and is therefore a true community plan. One group must, however, be responsible for bringing it all together in a cohesive and comprehensive way and that responsibility was delegated to the Homelessness Partnering Initiative Prince Albert Community Advisory Committee who contracted The City of Prince Albert Community Services' Department to write the report. You will hear community voices in this document; in fact, the *Workbook* (see Appendix I) utilizes the words of the community in presenting the issues and gaps.

The Neighbourhoods

Prince Albert has a number of vibrant and very distinct neighbourhoods that together create a richness of culture and history in Prince Albert. Figure 1 illustrates these neighbourhoods and their geographic location within the city. Since detailed 2006 statistics by neighbourhood are not yet available, 2001 statistics were utilized to create the neighbourhood population profiles presented in Table 1.

A careful examination of Table 1 reveals that each neighbourhood has distinct demographic qualities; together they provide some critically important information about their needs:

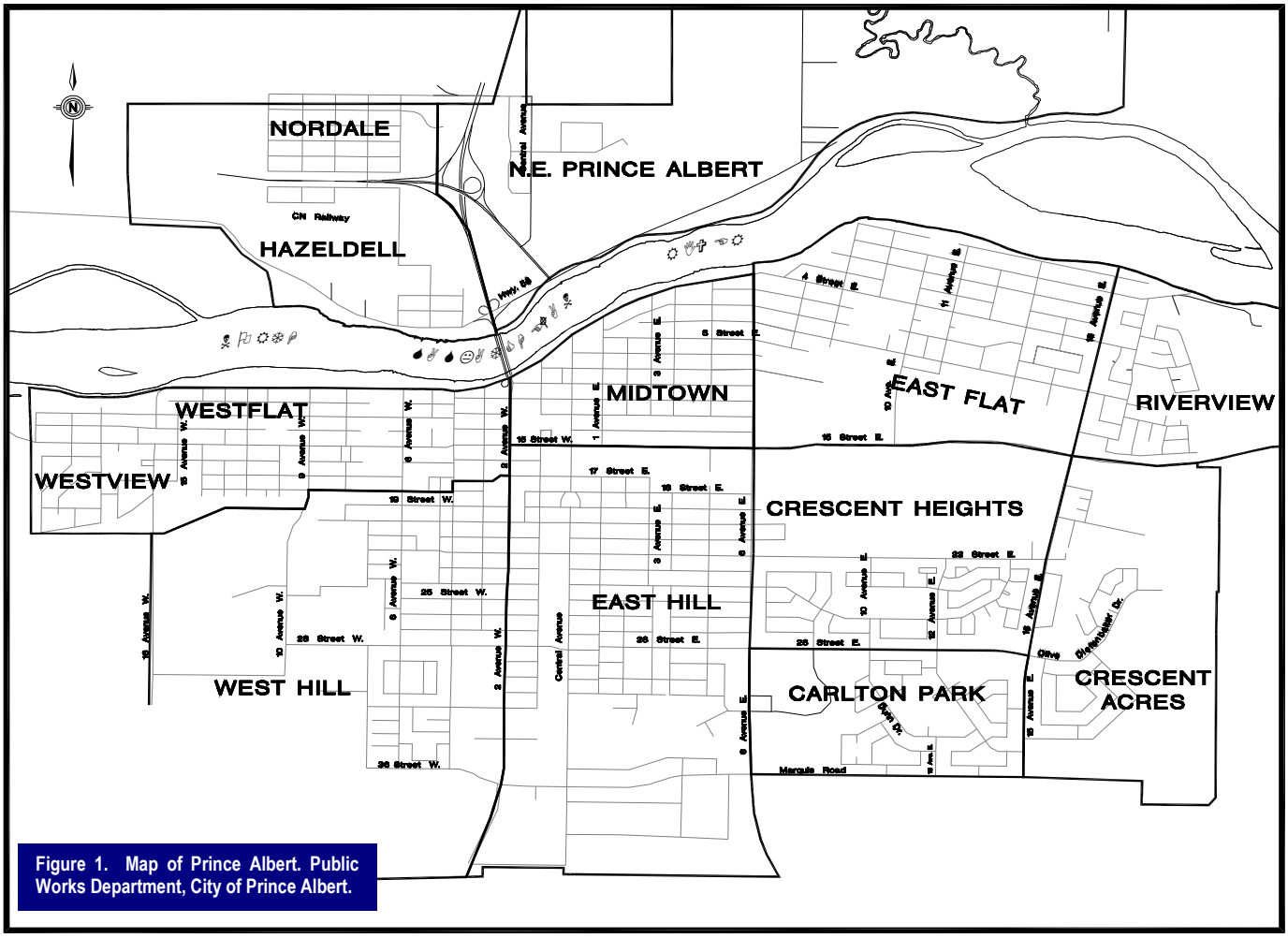


Figure 1. Map of Prince Albert. Public Works Department, City of Prince Albert.

- The West Flat is host to 21% of the community's under 20 population. Just three neighbourhoods account for 47% of the child and youth population in the city (West Flat, East Hill, and East Flat). Five neighbourhoods account for 65% of the community's child and youth population (West Flat, East Hill, East Flat, Riverview and Carlton Park). Clearly these neighbourhoods will need to be responsive to the needs of children and youth and they are also the neighbourhoods where housing for families will be critically important.
- Just four neighbourhoods account for the adult population from 20 – 64 (East Hill, West Flat, Midtown, and West Hill). A number of adults in the first two neighbourhoods are raising children but a number in the later neighbourhoods have children who have left home which present changing housing needs. And finally;
- Four neighbourhoods account for 74% of the seniors in the city (Midtown, East Hill, West Hill, and West Flat). In these neighbourhoods housing needs will change as this population ages and their safety needs will increase as they grow older.

As neighbourhoods age not only its citizens grow older; its infrastructure also ages as does the nature and quality of the buildings. All of these present a range of challenges to home owners, landlords and the City.

The Power of Neighbourhoods to Influence Human Development

Communities can exert a powerful influence on human development, although not as powerful as the family influence. Researchers have developed models to explain the relationships between child development and neighbourhoods. There are four

City of Prince Albert
Statistics Canada 2001

Neighbourhoods	City 33,420	Carlton Park	Crescent Acres	Crescent Heights	East Flat	East Hill	Mid-town	Nordale/ Hazeldell	River-view	West Flat	West Hill
Population under 20 years of age	10,845	1015	910	900	1155	1595	850	205	1020	2225	865
Percentage of Total Child & Youth Population		9%	8%	8%	11%	15%	8%	2%	9%	21%	8%
Proportion of Children and Youth in total population	32.5%	**One Third of the City's population is under 20 years of age.** Prince Albert has the largest youth population per capita in the province of Saskatchewan. **Implication:** If we support children and youth as they grow and develop, we will have a vibrant city with citizens who will engage with the work force, build the social and monetary economies, participate civically, and build strong families and neighbourhoods in Prince Albert.. **Evidence Base:** The child and youth population is not evenly distributed across neighbourhoods in the City: ▪ The West Flat has one fifth of the child and youth population in the City; ▪ Three neighbourhoods account for 47% of this population (West Flat, East Hill, and East Flat); and ▪ Five neighbourhoods account for 65% of the population (West Flat, East Hill, East Flat, Riverview and Carlton Park)									
Adult Population 20-64 years of age	18,475	1765	1530	1775	1755	3080	2030	495	1340	2720	2055
Percentage of Adult Population	55%	10%	8%	10%	9%	17%	11%	3%	7%	15%	11%
		Over half of the City's population is between 20 and 64 years of age and are of the age they can engage with the work force and raise their families. Although one third of Prince Albert's babies are born to teen mothers, two-thirds are born to adults in this age range. **Evidence Base**: The adult population is not evenly distributed across the neighbourhoods in the City: ▪ Fifty-four percent of the adult population lives in four neighbourhoods: the East Hill has 17% , the West Flat has 15%, and the Midtown and West Hill neighbourhoods each have 11% of the adult population									
Seniors – over 65 years of age	4,120	150	90	345	405	810	950	50	60	560	710
	12%	4%	2%	8%	10%	20%	23%	1%	1%	14%	17%
		Just of a tenth of the City's population is comprised of seniors. The seniors' population is not evenly distributed across the city. **Evidence Base:** 74% of the seniors live in just four neighbourhoods: ▪ 23% in the Midtown neighbourhood ▪ 20% in the East Hill ▪ 17% in the West Hill ▪ 14% in the West Flat									

Table 1. Population of Prince Albert by Neighbourhood. Statistic Canada, 2001.

kinds of approaches that have emerged from this research:

- The **Socialization Approach** highlights the ways adults in a neighbourhood influence young people who are not their own children;
- The **Institutional Approach** focuses on institutions and resources such as schools, policing or recreation programs that influence children and youth;
- The **Epidemic Approach** emerges from the idea that peer influences can spread problem behaviour; and
- The **Stress Approach** emphasizes the importance of exposure to physical toxins such as lead in soil and paint, as well as such social and psychological conditions such as community violence (Beauvais & Jenson, 2003, p. v).

While one could argue for one or the other of these approaches, it is highly likely that each exerts influence on child and youth development and on the families within the neighbourhoods. While these are very complex issues to tease apart and will take some time, the literature does provide three powerful lessons that will inform our work:

1. The effects of neighbourhoods are shaped by children's different experiences by gender, class, and ethnicity. Even when individual differences are parceled out, there remain neighbourhood effects which are strongest for older children and youth and their parents, and weakest for very young

children, except for how they influence their parents, who in turn, influence their children.

2. People at least partially create their own environments. When you examine the social composition of neighbourhoods carefully, you will likely find large differences suggesting that engagement patterns are very important; and
3. Neither income nor neighbourhood is the sol determinant of poor developmental outcomes (as discussed by Beauvais & Jenson, 2003, p. vi).

When the Canadian Policy Research Networks reviewed the literature and examined the Canadian context they identified 'a best mix' for Canadian children which included three enabling conditions:

- **Adequate Income** will provide monetary resources for basic human needs including housing, food, clothing, recreation, education, and participation in the civic life of the community. From our perspective, an adequate income will enable individuals and families to secure and maintain safe, affordable housing that meets their needs;
- **Good Parenting** is the variable that has the single largest impact on child and youth development. Positive parenting is a style referred to as authoritative parenting where parents establish a warm and nurturing relationship with children but set firm limits for their behaviour. Within those limits, they present options, discuss alternative ways of behaving and enable them to participate in family decisions. This parenting style has been positively related to a number of school outcomes including academic achievement, school grades, time spent on homework, positive school behaviour and complete of high school (Willms, 2002, p. 139).
- **Supportive Communities** – Children, youth and families thrive in communities where their contributions are valued. They will do better in communities that are cohesive, have a good range of services and supports without systemic barriers to their use, and do not pose other threats to their well-being (Beauvais & Jenson, p. vii).

Neighbourhoods and communities can create risks for children, youth and their families and they can also buffer them from risks. Good neighbourhoods cannot entirely reduce the effects of negative events but they can protect children from the harshest impacts of those events. The issue is whether or not positive community influences can protect children and youth when they are exposed to personal and family risks.

Although a number of research studies have explored the impact of children's and youth's individual, family, and peer characteristics and their effects on their health, well-being and competence, many fewer studies have examined the role that neighbourhoods and communities play in their lives. Notwithstanding that neighbourhoods and communities may be hard to identify because some of them are physical (like where you live) while others are social (the groups that you participate in and with whom you identify), they can have a significant effect on human development. Throughout this paper, neighbourhoods will refer to geographic demarcations and social cohesion will be utilized to discuss the social engagement that is also a powerful predictor of developmental outcomes.

Communities support families as well as

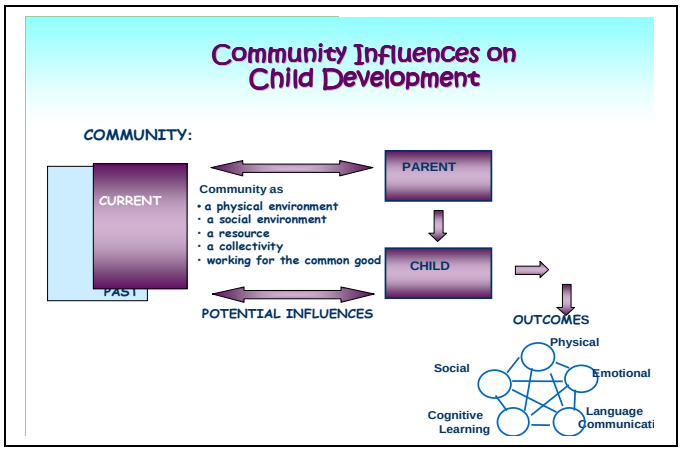


Figure 2. Community Influences on Child Development. Community Report for Children: The Understanding the Early Years Final Report, Prince Albert, Saskatchewan. 2006.

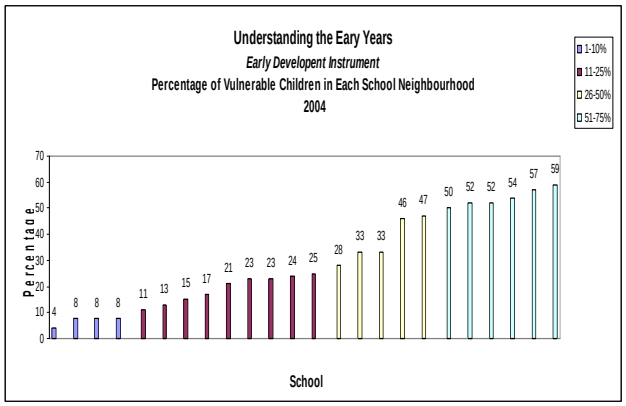


Figure 3. Readiness to Learn. Community Report for Children: The Understanding the Early Years Final Report, Prince Albert, Saskatchewan. 2006.

children and youth. A community can affect a parent and, through the parent, indirectly affect the child, or the community can directly affect the child. We can monitor those outcomes and examine the effects they have on children's development. In Prince Albert the Understanding the Early Years initiative from 2000-2006 monitored outcomes in terms of children's readiness to learn and found a very steep socioeconomic gradient that was aligned with the average income levels in neighbourhoods (see Figure below).

A review of the extensive literature by Connor & Brink (1999) has revealed five dimensions of the complex social phenomena we call community.

- **The Community as a Physical Environment c**auses us to examine the quality of buildings and homes, the presence of graffiti, the traffic flow and land use and green space. The map below indicates those green spaces. Some suggest that the level of deterioration in a neighbourhood can have an influence on the behaviour and attitudes of its residents. They posit that there is a relationships between lower estimations of self worth, poorer environments and see negative behaviour as a consequence. When the population figures for the City are presented for individual neighbourhoods, it will be important to examine if the ratio of green space is proportional to the population.
- **The Community as a Social Environment** reflects variables such as the average income and educational levels and the range that exists as well as cultural diversity in the community. Such things as the ratio of adults to children, the number of single parents, the social support that exists and the degree, and nature of antisocial behaviour would help to identify the social characteristics of the neighbourhood. Neighbourhood safety and levels of delinquency also need to be considered. This cluster of variables focuses on imitation, modeling and social learning.

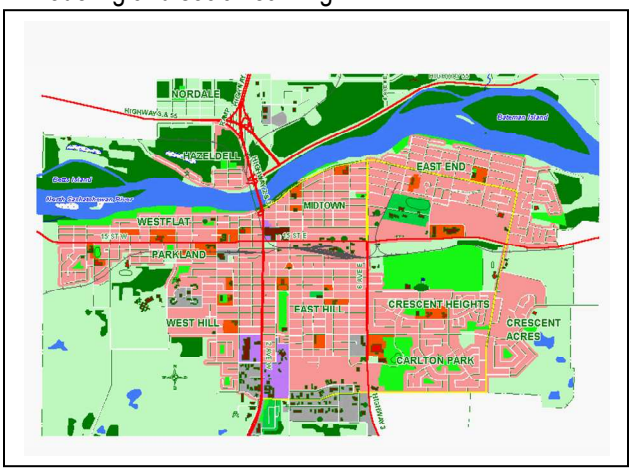


Figure 4. Neighbourhood Map of Prince Albert. Community Report for Children: The Understanding the Early Years Final Report, Prince Albert. Saskatchewan. 2006.

- **The Community as a Resource for Citizens** cluster of variables focuses on the quantity and quality of services available such as education, entertainment and culture, special interest resources, health and wellness, sports and recreation and societal resources (see figure below for the geographical location of major resources). Just because the resource is available does not necessarily mean it will be utilized by all ages or by all individuals within a particular age group. As a result, there is a need to examine the variation of use with respect to age. There is a very real need to examine very carefully barriers to access such as time, location, transportation, literacy level, and cost, and the availability of child care. Although completed with the 2001 statistics, the map below charts the range of resources available in Prince Albert. At present, the community is working to provide access to food for the West Flat

neighbourhood since there is no large grocery store in the entire neighbourhood and it is over an hour's bus ride one way to access the nearest large grocery store. This is prohibitive for a single parent with several small children – a two and half hour bus ride, minding the children for the entire time does not leave much time to shop or carry groceries back to the neighbourhood of residence. Taxi services are available but utilize meager financial resources that could be spent on food.

- **The Community as a Collectivity** emphasizes social cohesion which involves a sense of neighborliness, the extent to which neighbours come together to deal with problems and are willing to help one another. When neighbours share similar goals and values, they are much more prone to come together and support one another. This cluster of variables also involves adult, youth and child social networks, friends and experiences in the neighbourhood. Often, residents try to select communities and neighbourhoods that reflect their values. Diverse neighbourhoods may have subgroups and if these subgroups can work together social cohesion is promoted. There needs to be a certain level of stability in the neighbourhood for collectivity to develop. Stability is enhanced if residents have access to safe, secure and affordable housing. However, it is also worthy to note that a number of vulnerable citizens have adopted the flight approach to dealing with issues – when the going gets tough, they get going. Although flight is a natural response when threat emerges (as are fighting and freezing), it lessens the development of problem-solving skills and creates serious instability in the neighbourhood, family and school. Furthermore, it causes neighbours to invest very little in one another because they know they're not going to be around for very long. For example, Queen Mary Community School over a period of almost 20 years has moved from a 75% change in its registration to well over 130% in a single year and other schools in the neighbourhood reflect similar mobility rates. This not only makes the development of social capital difficult but it also compromises children's education. Community as a collectivity is about developing strong relationships with neighbours and realizing the power of your collective efficacy to support one another's families and children. For a collectivity to develop there needs to be a certain level of stability in the neighbourhood. Clearly, safe, secure, affordable housing would move us closer to developing this kind of stability.
- **The Community Working for the Common Good** means that neighbours are willing to make investments in their community because they are rewarded individually and as a member of a larger society. Recently, in Prince Albert the EA Rawlinson Centre, the Art Hauser Arena, and the planned new Multi-Purpose Field House of which the Prince Albert Youth Soccer Association is a primary tenant and principal partner, are excellent examples. This capacity can also be monitored by examining the work of community associations, service clubs and the range of community activities available for all age groups. When a community works for the common good, there is usually a strong Neighbourhood Watch Program and there are a number of programs specifically designed for children and youth as well as other age groups. Often there are activities designed to draw whole neighbourhoods and communities together across age groups. When individuals are pre-occupied with making a living they may have little time available for these kinds of investments. When neighbourhoods and communities work together for the common good, they often regulate their own behaviour and help one another to live up to expectations. This too can have a powerful effect on behaviour. When communities work together to achieve their goals, they also develop the capacity to meet their challenges. For example, recent efforts to raise money for the Obstetrics Unit and the efforts of Uniting to Heal to mobilize the community to deal with addiction and substance abuse issues illustrate this notion of community.

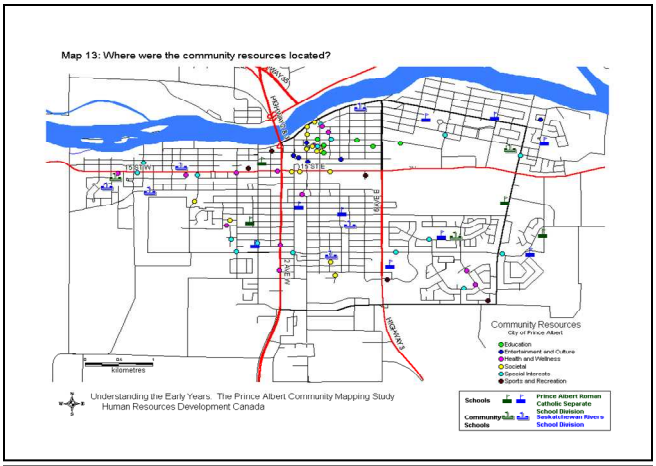


Figure 5. Resources in Prince Albert. Community Report for Children: The Understanding the Early Years Final Report, Prince Albert, Saskatchewan. 2006.

> Through collective community efforts Prince Albert received provincial funding for a 15-bed voluntary youth treatment centre, a 14 bed adult detox centre (6 acute beds and 8 social detox beds) and a family treatment centre (up to 6 families and 30 individuals). Most recently, the collaborative work in the community and with the provincial government secured long term sustainable funding for a twelve-bed increase in female emergency shelter beds and a six-bed male emergency shelter (on a fee for service) in the same building. These represent creative and collaborative solutions to complex issues and give us hope that working together can make a difference.

We can examine communities and neighbourhoods from a variety of perspectives as the previous discussion has indicated and it will be important for us to keep these in mind as we develop strategic plans that can meet the housing needs of vulnerable populations and transform the community in the process.

Successful Canadian Cities

The Conference Board of Canada's "Canada Project" (2007) through four volumes charted a course for sustainable prosperity. One of the areas of core investment is cities. The late Jane Jacobs noted that "wherever and whenever societies have flourished and prospered, rather than stagnated and decayed, creative and workable cities have been at the core of the phenomenon" (Jacobs, 1993). Not only are cities and city-regions "prime locations for innovation and the production of knowledge-intensive goods and services", say the authors of these reports, they are also the sites of "the most profound social challenges of our age" (p. 2). Furthermore, they note that in Western countries, cities are "where diversity in all its aspects is most manifest" (p. 2). Unless we can understand what binds us together we may have difficulty understanding what tears us apart. They go on to identify the **four cornerstones of competitive cities**:

1. **A Strong Knowledge Economy -** If Canada's cities are to succeed as "the linchpins of the country's economic and social prosperity, they must be able to attract the business, investment and talented workforce characteristic of today's knowledge economy. How do we do that? They suggest several strategic actions: address the productivity gap, improve the domestic operating environment for business, rethink the workforce, partner with higher education, and enhance 'quality of place'. Florida (2002) developed a 3 T Index (technology, talent and tolerance) and ranked cities across North America using it and found that a high quality of life tends to beget a successful knowledge economy. In an Information Age this is an imperative but the route to its accomplishment will require persistent long-term effort. In 2002, then Prime Minister Jean Chrétien described Canada's *Knowledge Matters: Skills and Learning for Canadians, Canada's Innovation Strategy* in the following way:

> In the new, global knowledge economy of the 21st century prosperity depends on innovation, which, in turn, depends on the investments that we make in the creativity and talents of our people. We must invest not only in technology and innovation but also, in the Canadian way, to create an environment of inclusion, in which all Canadians can take advantage of their talents, their skills

> and their ideas, in which imagination, skills and innovative capacity combine for maximum effect (2002, p. 3).

His emphasis on inclusiveness means that all citizens must be given the opportunity to participate in the knowledge economy and develop their personal capacity and lack of safe, secure, affordable housing severally compromises the ability to do so. Not only does this rob Canadian society of the innovate and creative ideas of these individuals but it all moves us toward a two-tiered society something that is very much contrary to Canadian values. Clearly housing is necessary but not sufficient to participate in the strong knowledge economy our country must have to participate globally.

2. **Connective Physical Infrastructure Linking People, Goods and Ideas –** There is a need for an infrastructure that promotes sharing of information and ideas and links people, goods, and services. To do this, a number of different kinds of capital are required. Coleman identified a number of different kinds of capital in the early nineties. **Physical Capital** deals with infrastructure (roads, water, sewage treatment) and in light of the Conference Board of Canada's work, the planning of neighbourhoods and communities should also be included. In an Information Age it can also be expanded to include a digital infrastructure that promotes links to information, people, and ideas. **Human Capital** concerns the growth and development of individuals' capacities and capabilities and **Social Capital**, which is the most abstract of the trio, is about the relationships between people and what those relationships enable. The Conference Board's report suggests development of strategies that advance the economic competitiveness as well as the social and environmental sustainability of our cites and recommends a focus on urbanization, land use and automobile dependence, transportation infrastructure, public transit, energy use and pollution, congestion, enhancing urban freight transportation as vehicles for moving us forward. Not only must these separate systems be cohesive but they must also be integrated with one another in a way that enables the flow of people, ideas, goods, and services. This overarching sense of infrastructure connects and can, therefore, stimulate overall development and create a powerful synergy that multiples the effect of individual effort.

3. **Environmentally Sound Growth** – identifies cities as sources of environmental stress. They note that while cities take up only 2% of the world's land, they account for roughly 78% of the carbon emissions from human activities. To accomplish this goal, there is a need to consider the industrial ecology and how industrial ecology concepts can be applied. They note that there are technical, informational, economic, regulatory motivational, and institutional barriers to the application of this knowledge and caution that integrated

comprehensive approaches will be required. Since Canada is rapidly becoming one of the most urbanized countries, with upwards of 80% of its population living in urban areas, there is urgency in this area.

4. **Socially Cohesive Communities** - Cities that are most successful include citizens of all backgrounds, abilities and orientations in their economic, political, social and cultural institutions. We cannot afford to underestimate the power of this strong social fabric – it is what enables growth and what signals dis-integration. Acknowledging the importance of social cohesion to the success and sustainability of vibrant communities is consistent with Canada's commitment to social justice at home and abroad (p. 47). The Conference Board of Canada defines a socially cohesive community as one where "a high percentage of citizens participate in, contribute to and benefit from societal institutions, such as the labour force, civic organizations and community associations" (p. 47). Many researchers today discuss the strong link between economic and social success; some suggest a symbiotic relationship where the social economy enables the domestic economy and vice versa. The authors of this report discuss them as "two distinct goals that are complementary rather than contradictory; actions taken on the social or economic front will produce complementary effects on the other side of the ledger" (p. 48). The Canadian demographic trends (an aging population and lower birth rate) and labour force challenges imply that Canada cannot afford to squander its human capital. The information is accumulating that affordable housing makes health, economic and social sense.

British researchers have warned that there are surely 'tipping point' at which "massive social divisions, income inequalities and crime will threaten the economic and political stability of any society" (Buck et al. 2005 as discussed by The Conference Board of Canada Report, 2007). However, no one knows what the threshold is, or how close cities are to it. Buck et al. suggest that there is no simple way of identifying "the array of social structures, characteristics, and processes likely to affect competitive performance, governmental capacity and quality of life in particular cities" (as cited by The Conference Board of Canada, p. 48).

Certainly, social cohesion contributes to the social sustainability of cities. What does a socially sustainable city do? According to the authors it meets its residents' basic needs such as housing and sufficient income both now and in the future. According to Vancouver's Director of Social Planning, it must have the ability to "maintain and build on its own resources and have the resiliency to prevent and/or address problems in the future." What areas require special focus? Transportation, housing, education, training, and immigration are areas that will require individual and collective attention.

A recent *Toronto Dominion Economics Special Report* noted that "an inadequate supply of housing can be a major impediment to business investment and growth, and can influence immigrants' choices of where to settle" (2003, p. i). While many have been alarmed at the skyrocketing housing costs in the United States and other parts of Canada, in the late spring and summer of 2007 Saskatchewan experienced a similar trend. Internationally, it has been suggested that the escalating prices result in a "flight of the middle class" and can result in decreased vitality for large cities. Housing is a major parameter of social cohesion. Those who experience most difficulty securing affordable housing tend to be those most socially marginalized.

The Federation of Canadian Municipalities (2005) in its study of 20 large municipalities in 2004 found the double challenges of a widening income gap and high housing costs have been most serious for cities with large immigrant (Toronto and Vancouver) and Aboriginal populations (Winnipeg, Saskatoon and Regina). Prince Albert has a higher proportional ratio of Aboriginal peoples than Saskatoon or Regina, or the other urban centres in Saskatchewan (North Battleford, Yorkton, Moose Jaw, Estevan and Swift Current) notwithstanding that the two largest urban centres (Regina and Saskatoon) have larger numbers of Aboriginal peoples (Elliott, 2006). The Federation of Canadian Municipalities' study revealed that close to one in four new immigrants and urban Aboriginals spent more than half their income on rent in 2001 compared to one in six in the general tenant population in Canada's largest 20 cities. Furthermore, they *TD Economics Special Report* (2003) concluded that "successful efforts to alleviate the problem of insufficient income and/or increase the supply of affordable housing will help relieve homelessness" particularly among the working poor of those who have the capacity to work but are unable to find employment (p. i). However, they caution that there is another group of homeless individuals – those struggling with mental illness, addictions, or other serious challenges who require supportive housing along with the access to programs and services it brings.

To be affordably housed individuals or families should pay no more than 30% of the pretax income. According to the Canada Mortgage and Housing Corporation (CMHC), as of the 1996 census, roughly two-thirds of Canadian households surveyed – 6.7 million- were able to live in dwellings that met all three of the national housing agency's standards:

- Shelter in **adequate condition**;
- Suitable in terms of **size**; and
- **Affordable** in that it did not cost more than 30% of pretax income.

An additional 1.4 million households resided in dwellings that did not meet all three standards but they did have the financial means to move to alternative dwellings within their market area. This leaves about 1.7 million households, or about one

in five, which CMHC deemed to be in **core housing need**, i.e., these "households could not find adequate and suitable housing without spending 30% or more of their pretax income" (p. i – ii). Startlingly, CMHC found that "a disturbing 656,000 households – or 7% of the total – spent at least half of their before-tax income on shelter in 1996, up from 422,000 households, or 5%, in 1991" (as discussed by the *TD Economics Special Report*, p. ii). While some lived in dwellings that were inadequate or unsuitable, they reported that the vast majority were in core housing need because of a problem with affordability. Those struggling share some common characteristics:

- Two-thirds were low-income households (earning less than $20,000 per year);
- While they accounted for 35% of all households, almost 70% of this population were renters;
- Individuals living alone – young adults, elderly females, lone parent families with children
- The proportion of off-reserve, non-farm Aboriginal households was twice that of the national average.

What is the solution? Economists at Toronto Dominion Bank suggest a new affordable housing paradigm that appears to address the root causes as well as respond to current needs:

1. "Raise the market incomes and develop a more effective and equitable income transfer regime to help lower-income households avoid the perils of the proverbial low-income trap" (p. iii). They note that the strong demand for affordable housing in Canada combined with the limited supply have helped to drive a wedge between what lower-income Canadians can afford to pay and the price of the available stock. Their conservative estimates suggest that 'the shelter gap' is about $2,500 per year for households in the bottom 20% of the income range.
2. While a living wage for all is a longer-term objective and will not be accomplished easily or soon, they recommend complementary actions in the short term that include improving supports for lower-income individuals, addressing the current supply shortage, and removing market imperfections that contribute to the supply shortage (from property tax biases, to rent controls, to lack of available land in reasonable-cost locations, to low-density zoning regulations that prevent low-cost construction (pp. iii and vi).

Affordability is not a problem that affects all Canadians equally; overwhelmingly it affects those at the lower end of the income spectrum. They are not 'average' by definition because they earn below-average incomes, drive below-average cars (if they can afford one), and have below-average expenses except when it comes to shelter budgets, where they are "alarmingly 'above average'" (p. vi).

They conclude by recommending that the three levels of government need to work together in increasingly more integrated ways because the solution is not in any one level of government's hands but rather in the hands of all three.

Figure 6. Average Yearly Residential Sale Price From 2001 - 2007. Prince Albert Real Estate Board, Inc. 2007.

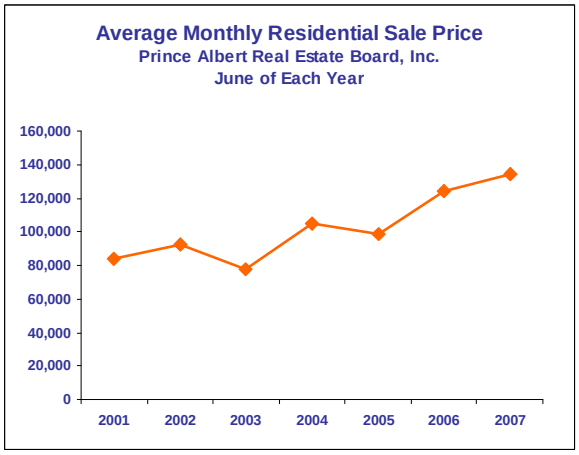


Figure 7. Average Monthly Residential Sale Price From 2001 - 2007, End of June Figures. Prince Albert Real Estate Board, Inc. 2007.

The figures below (see Figures 6 – 10) represent what has happened in Prince Albert over the last six years, and monthly over the last three years. However, if one merely examines these figures in light of those able to purchase homes and how the income threshold to enter the housing market has shifted markedly, one sees only part of the picture. When this trend impacts those who have adequate income and have been successful, what happens to those who are much more vulnerable? In Prince Albert, 24% of the population who live below the low-income cutoff which is often called 'the poverty line.' While the effects of these trends can be very problematic for the middle class, they can be devastating for those in the lowest income levels and can extinguish hope for a brighter future – a hold that was tenuous at best for this population.

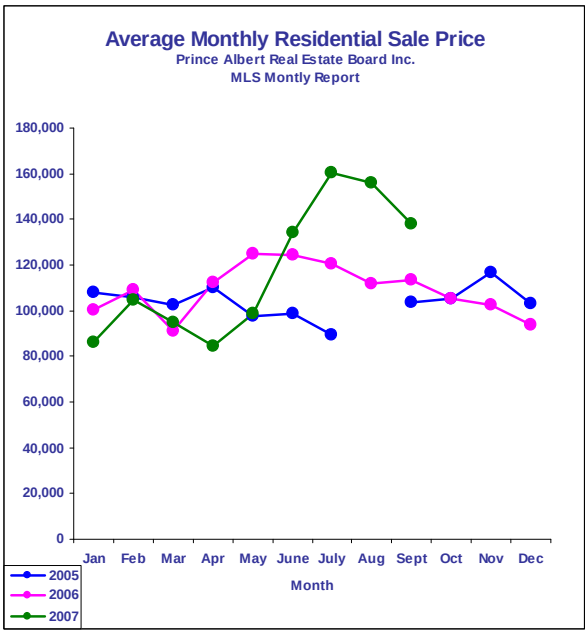


Figure 8. Average Monthly Residential Sale Prince 2005 - 2007. Prince Albert Real Estate Board, Inc. 2007.

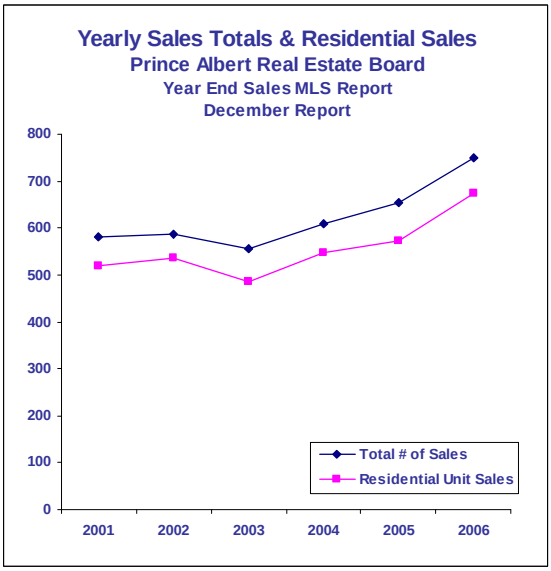


Figure 9. Yearly Sales Totals and Residential Sales. Prince Albert Real Estate Board, Inc. 2007.

News of the closure of Prince Albert's Weyerhaeuser began in the fall of 2005 but there was always hope of selling the mill and re-opening it. As a result, many male household heads left to work in the oil patch while their families remained in Prince Albert. Most recently, the negotiations with the new owner of the mill, Domtar, have given new hope.

Examination of the yearly data reveals that the price of residential housing has been increasing steadily since 2001, with minor fluctuations.

However, the most marked increases in price were between 2005 and 2007. Examination of the monthly data reveals that both the cost and the number of sales increased in the spring of 2007. No real downturn in the market was evident as a result of the Weyerhaeuser Mill closure.

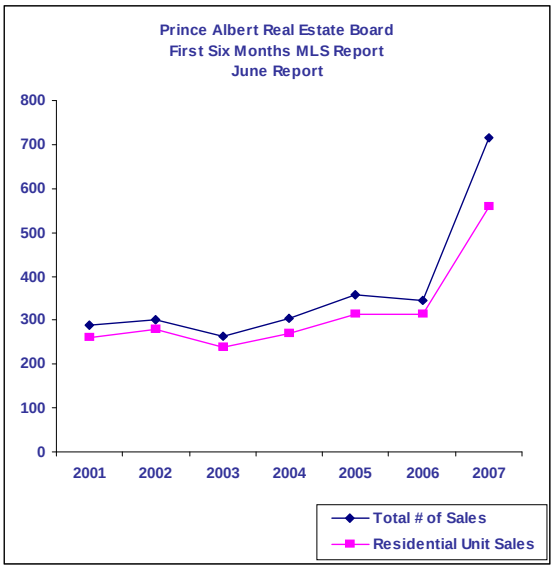


Figure 10. June Total Sales and Residential Sales. Prince Albert Real Estate Board, Inc. 2007.

Although the solid foundation for cities must start with the four cornerstones discussed above, competitive cities also require the environment that propels Canada's major cities to sustainable prosperity (*Successful Cities,* 2007, p. 67). This environment is created by three enabling conditions.

These enabling conditions create a synergy that causes these cities to become great place to live and do business. In other words, they nurture the health, well-being and competence of the citizens as well as stimulate the economy. Canada has become less competitive; the benchmarking of the Conference Board of Canada reports that in just two years, Canada has slipped from 3rd to 12th place in comparative measurements of macroeconomic and microeconomics (p. iii). These enabling conditions include:

- **Effective Governance Capacity** – Urban governance, they suggest, is about more than government. "It is about the how, why and who of decision-making, including the formal and informal roles of local authorities, stakeholders and citizens" (p. 67). UNESCO (Kaufmann, 2004, United Nations Educational, Scientific and Cultural Organization) defines urban governance as the "processes that steer and take into account the various links among stakeholders, local authorities and citizens" (as described by The Conference Board of Canada, p. 67). Marshall (2005), a British researcher, aptly described it thus, "To get to grips with governance, we need to look not just at the town hall, but also at how public, private and third-sector actors shape local economies and societies."
- **Sufficient Fiscal Resources** - The authority to spend and the ability to raise revenue derive from provincial legislation and regulations (p. 81) and yet because they are the government closest to the people and the government that citizens can experience working first hand, they often hear about citizen's needs regularly and there is a strong desire to respond. The Conference Board makes four recommendations to increase the reliable revenue stream for Canada's largest cities.
- **Strong Political Leadership –** As a result of the financial burdens they bear and the manner in which they are "limited by provincial constraints and ignored by the federal government, city government in Canada face an image problem" and are often viewed as technical administrators rather than visionaries (p. 95). While they must continue with service delivery, focusing only on this limits creative thinking and innovative solutions. Cities require strong leaders. Although the initial impetus and drive might come from leaders within the business or community sections, "political leadership from the head of council is critical for transforming visions into reality" (p. 96). Research from the United Kingdom (ODPM, 2006) identifies the following as key capabilities of a strong municipal leader:

- A willingness to take brave long-term decisions;
- A willingness to enter into partnerships;
- A desire for excellence;
- An understanding of the components of place that attract innovation and investment;
- The ability to deliver; and
- An understanding of the importance of ensuring adequate administrative capacity (Office of the Deputy Prime Minister, 2006).

The Conference Board ends its report thus:

> Canadians have compelling economic, social and environmental reasons to create a national urban agenda that will propel our cities – and our nation – to sustainable prosperity. It's time for leaders in all sectors, and at levels, to embrace this mission.

To move strategically forward we must:

- Make major cities a national priority
- Strengthen the cornerstones of competitive cities
- Give major cities the power and resources they need for success). They note that "if we get these right Canada will be well on its way to achieving sustainable prosperity" (p. 99).

Nine major cities were identified for strategic national investment (Halifax, Montréal, Ottawa-Gatineau, Toronto, Winnipeg, Regina, Saskatoon, Calgary, Edmonton and Vancouver), because it is believe that helping these cities reach their potential will fuel the growth of smaller cities. While Prince Albert is absent from this list, it is becoming an important hub in the province of Saskatchewan for health, education, justice and social services.

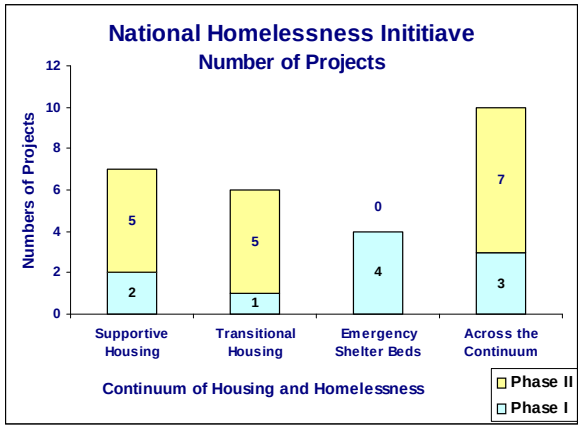


Figure 11. Number of Government of Canada National Homelessness Initiative Projects from 2000 – 2007.

Its capacity to serve as the gateway to the North and to the South makes it an ideal nexus for northern Saskatchewan. As it realizes this vision, its position in the province and the country could change significantly. And, housing will be one of the cornerstones on which this vision is built.

The Purpose of the Plan

There are a number of purposes that guided the development of this report. The first was to document the current housing and homeless situation in Prince Albert. A community needs to be aware of housing needs and the resources available to meet them before they can engage in priority setting and strategic action. The second purpose was to articulate the manner in which the Government of Canada's Supporting Communities Partnership Initiative (SCPI) funding during its two phases (Phase I 2001 – 2003; Phase II 2004 - 2007) have been expended. Both the number and value of Supportive and Transitional Housing projects increased from Phase I to Phase II while the amount of funding and number of projects in Emergency Housing decreased significantly. While the number of projects "Across the Continuum of Housing and Homelessness" more than doubled, the funding devoted to them decreased by about $30,000. Of the overall investment in Prince Albert by SCPI of $2,931,342 a total of 27 projects were supported in the following areas:

- **Supportive Housing** – Seven projects were funded for a total of $1,183,987;

- **Emergency Housing** – Four projects were funded for a total $864,182;
- **Across the Continuum** – Ten projects were funded for a total of $547,453; and
- **Transitional Housing** – Six projects were funded for a total of $335,720.

The projects have individually and collectively enabled Prince Albert to increase the number and quality of housing available as well as connect and expand the supportive services available. Through the collaborative partnerships formed they have knit the community together and through the Knowledge Exchange process they have created a growing awareness in the community and have acted as a catalyst to rally the community to continued work in providing safe, secure, and affordable housing for all citizens and their families.

A final purpose for the report was to develop a strategic plan that could mobilize and integrate the resources and capacities within our community in order to:

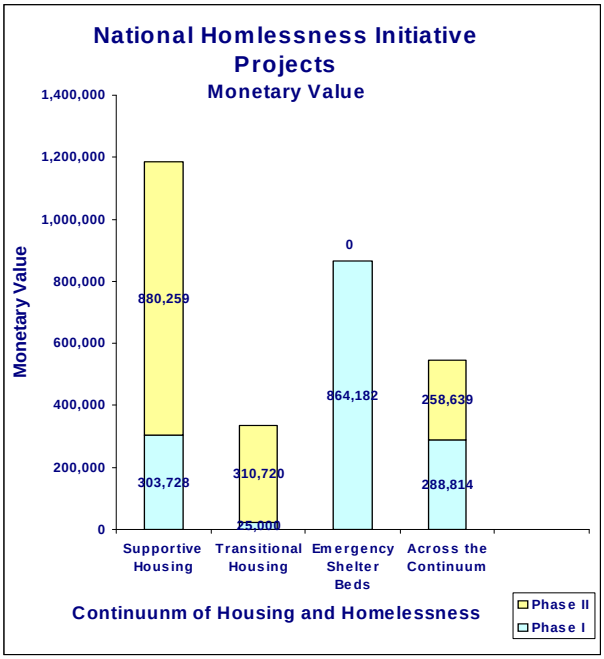


Figure 12. Monetary Value of The Government of Canada's National Homelessness Initiative Projects from 2000 – 2007.

- Focus our efforts in the areas of highest need so that our actions become strategic;
- Realize our collective capacity to make a difference by exploring new partnerships and new ways of collaborating;
- Invite the whole community into the process so that all the voices can be heard and the capacity to respond to complex needs can be increased;
- Leverage other provincial and national funding to meet the complex needs in housing that exist in our community;
- Learn from, and collaborate with, other communities across Canada who are engaged in the Government of Canada's Homelessness Partnering Initiative through Knowledge Exchange; and
- More effectively track the impact of our interventions.

Perhaps most important of all, the development of a community strategic plan will enable us to work collaboratively with other sectors and levels of government to make a real difference in our community. Our community through its journey in understanding housing and homelessness has come to understand that to influence the overall quality of housing and to eradicate homelessness we must form cooperative working relationships with all sectors and help all to realize that safe, secure, affordable housing is a cornerstone of human development and affects the health, the well-being, and the capacity of the community to learn.

History of This Action Plan

SCPI was first introduced in 1999, as a three-year federal funding program aimed at reducing and preventing homelessness across Canada. To access these funds, communities first had to

produce and submit their Community Action Plans, which were to clearly identify:

- The Community's assets and gaps in homelessness service provisions; and
- The Community's priorities for action.

In March of 2001, The City of Prince Albert Housing Committee (the SCPI Committee was a subcommittee of this larger group) released the *Prince Albert Community Action Plan on Homelessness,* which allowed community organizations and service providers to access over $600,000 in funding to address the issue of homelessness in the Prince Albert Community. When the Federal Government announced that there would be a second round of SCPI funding made available to communities, there was a requirement that the community plan be updated to ensure that community priorities and actions reflected the current situation. Recognizing that the Prince Albert Community Plan on Homelessness had become a very important and well-used resource in the community, The Housing Committee decided to expand the Action Plan to include aspects of affordable housing. The community envisioned that this would enable a more comprehensive snapshot of housing in the community thereby expanding the use of the plan in the community. In February 2004 *The Prince Albert Community Action Plan on Homelessness and Housing* was released.

In the Spring of 2007 a *Community Plan Assessment* was commissioned in each community participating in the Government of Canada's National Homelessness Initiative prior to developing the new Homelessness Partnering Strategy. To reinforce the change in emphasis, the strategy was renamed *The Homelessness Partnering Initiative* (HPI) and it too required an update of the community plan to ensure that the priorities set met the needs in the community. The Homelessness Partnering Initiative Prince Albert Community Advisory Board (CAB), in collaboration with Service Canada, endeavored to:

- Utilize and synthesize all the previous evidence gathered and invite the community to establish its priorities based on this solid base;
- Recognize the ongoing need to help the community to understand the Continuum of Housing and Homelessness and the underlying variables that move citizens in negative and positive directions on this continuum;
- Establish strategic priorities that were achievable in the next 18 months and yet responded to complex needs in the community;
- Set objectives, targets, and outcome measures for each priority to ensure ongoing monitoring and evaluation of individual projects and of this whole phase of the initiative;
- Forge new partnerships that would enable the community to leverage funds that were not accessible previously; and
- Establish better and more multi-faceted communication between and among the partners and various funding agencies about needs, priorities, and strategic directions required to meet those needs.

The Prince Albert Community Action Plan on Homelessness and Housing 2007

The Action Plan development is an evolving work of the whole community. The process utilized is based on a community development model

which seeks to engage the whole community in the dialogue. Although the numbers reported here are only those who attended formal dialogues, we should not in any way construe that these were the only dialogues in the community. Some of the issues were discussed at Council of the City of Prince Albert, with all the housing authorities and agencies and repeatedly by a working group working on the crisis in our emergency shelters. We can confidently say that this document is of the community, by the community and for the community.

A *Workbook* (see Appendix I) was developed to consolidate the work already completed in the community. This workbook was used as a starting point for the Public Forum and for the deliberations of the Community Advisory Board. Effort was made to acknowledge and utilize the work already undertaken in the community around housing and homelessness by including their recommendations, priorities and gaps analysis as a base from which the issue identification and priority setting could begin in this round of deliberations. This was favorably received and it gave each group an opportunity to build on the work of others. In turn, it caused each group to realize that their work is possible because of the efforts and work of others. The core documents and work used to create the Workbook (see Appendix I) were:

- *Prince Albert Community Action Plan on Homelessness and Housing*, 2004
- *Prince Albert and Area Community Summit and Survey Report*, 2006
- *Community Plan Assessment, Phase II*, 2007
- *City of Prince Albert Strategic Plan*, 2007
- Prince Albert Grand Council's *Service Needs and Perspectives of The Hidden Homeless First Nations People in Prince Albert*, 2007
- *Government of Canada's Homelessness Partnering Initiative Reference Guide*, 2007

Taken together this work represented the discernment of hundreds of members of our community.

In addition, each 28 projects funded between 2000 – 2007 were interviewed utilizing a logic model interview guide (see Appendix H). The logic model will be described in the next section of this paper.

A number of processes were utilized to engage members of the community, individuals, and service providers in the identification of issues and setting of priorities:

1. The CAB met a number of times. Initially, they met to design the process and then to synthesize the results of the collaborative community engagement.
2. The *Workbook* (see Appendix I) has been key to the process; it has been shared with many community members and has been utilized as a reference point for community discussion on housing and homelessness.
3. Written *Service Provider Questionnaires* (see Appendix A) were provided to 150 Conference participants at a recent FASD two-day workshop in Prince Albert - 9 written responses.
4. Written *Individual Questionnaires* (see Appendix B) were distributed by service providers who deal with homeless and relatively homeless people – 131 individual surveys were returned by Youth Outreach Program, Downtown Improvement District, Bernice Sayese Centre, and the YWCA including responses from youth, students, homeless men, women and children - a large spectrum of the vulnerable population representing broad geographical areas in our community.

5. A Public Forum (see Appendices C and D) was held on September 24 and was attended by approximately 25 people. A power point presentation (see Appendix E) was developed to initiate the dialogue.
6. The Community Advisory Board met on Friday September 28, 2007 to discern the final wording of priorities and the establishment of Objectives and Targets.
7. The Community Strategic Directions and Objectives (see page 71 -72) were released during Housing and Homelessness Awareness Week on October 9, 2007 with a press conference and they will be placed on the City of Prince Albert's website (www.citypa.ca) when the report is completed.
8. City Council will review and endorse the *Prince Albert Community Action Plan on Homelessness and Housing, 2007* in November 2007.
9. The *Prince Albert Community Action Plan on Homelessness and Housing, 2007* will be released in mid November, 2007. Hard copies will be made available and it will be placed on the City of Prince Albert's website (www.citypa.ca).

Updating and ensuring that the Strategic Directions meet the current needs in the community not only fulfills an external for subsequent funding through HPI, it also fulfills an internal need to focus the strategic direction for thinking and action within the community. Working with the community to establish its strategic priorities helps to create a broader and deeper knowledge of the continuum of housing and homelessness and of the social determinants of poor human development outcomes, one of which is insecure housing and homelessness. Initially, it is easy to focus on the individuals, and it is certainly through individual stories that we come to understand how the variables come together to create homelessness, but it is through thinking about the systems and the infrastructure that creates housing insecurity and homelessness that our community will be able to address the system issues. As we have come to understand the weight of evidence from the

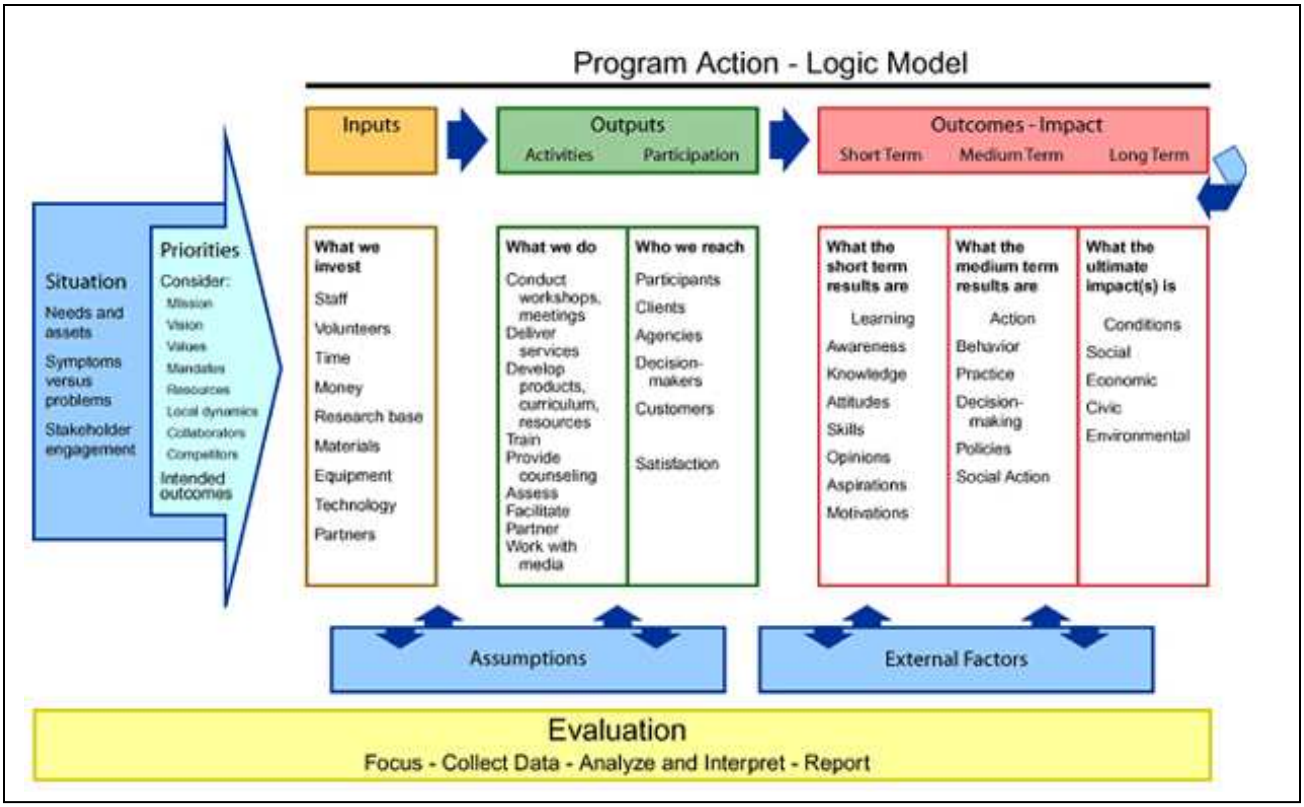


Figure 13. Logic Model. Online at www.uwex.edu/ces/pdande/progdev/index.html.

research, our community can more clearly focus its human and fiscal resources, its actions, and its partnerships to secure other funding for major projects. The Information Age has focused our responses on available evidence.

The Logic Model

The Logic Model is a way of thinking about programs and activities. It logically links resources, activities, outputs and audiences with short, medium and long term outcomes. It is a way of conceiving of means and ends; it also uses a systems' way of approaching cause and effect relationships. Logic models provide a way of conceptualizing and visualizing complex outcomes. They also provide a means of charting a path toward desired results (McCawley, online). The graphic presented in Figure 13 presents the various components of the model. In addition to asking SCPI project coordinators to use their funds for the purposes their proposals indicated, our community wanted them to reflect on the individual and cumulative impact of their projects. To guide their reflection process, interviews were conducted with all 28 projects utilizing the discussion guide in Appendix H. This dialogue enabled the project leads to frame their projects in a broader context and think about them in new ways. Not only did it cause them to link the physical capital aspects of their projects to the human capital capacity they enabled, but it also helped them to see how the individual projects transformed agencies and the community in the process. In other words, it caused them to articulate the impact of the projects on the social capital within the community. It was amazing to participate in this process. Initially, they were asked to 'zoom in' and examine their projects in particular. Then they were asked to describe their activities and the audience of their projects (who they reached). Finally, they were asked to explore outcomes in terms of knowledge, skills, attitudes and awareness change (short term outcomes), behaviours, practices, policies and procedures (medium term outcomes) and lastly, they were asked to describe the impacts of their projects on the social, economic and political environments in the community. It was captivating to watch project leads as they described details and then 'zoomed out' to explore how those activities affected the physical, human, and social capital in the community. It was as if you could see the zoom lens working from specific to general in a recursive fashion. Many of the impacts were unarticulated and unrecognized until the interview brought them to a level of conscious awareness. Some of the insights shared were:

- We developed partnerships in new ways;
- We worked with the community and for the

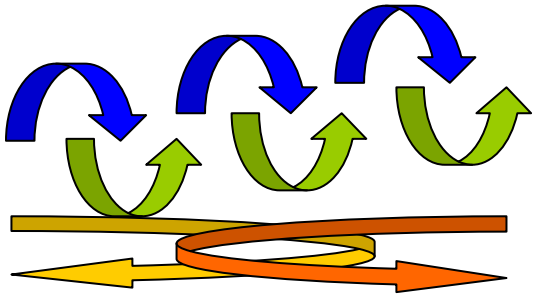


Figure 14. Kinds of Thinking Encouraged by Dialogues About the SCPI Projects. Prince Albert, SK.

community in a different manner;
- It changed how we do business internally – we now use evidence-based decision-making all the time;
- Even though our project was about bricks and mortar, that was the least of its impact. It showed our clients that they deserve the very best and it showed us how much of a difference an attractive environment can make in our attitudes, behaviours and how much we feel valued by the community.

These interviews taught us that reflecting on projects after their completion is critically important because it raises the level of thinking and provides a forward thrust; it taught us that reflection leads to projection into the future. These interviews also taught us that this kind of thinking is recursive rather than linear. Dialogue with one another created a way of thinking about our projects individually and collectively that:

- Linked community agencies and members
- Facilitated thinking about the continuum of housing and homelessness;
- Created social cohesion between and among agencies and their clients;
- Caused agencies to reflect on their own growth and the growth of collective capacity within the community.

You can conceptualize as specific project thinking or thinking about number of projects or you can reflect or project into the future about specific projects and general outcomes. This kind of thinking requires a combination of thinking that enables you to move freely from specific to general and from lessons learned in the past to thinking about the future. It can be done individually but when done in groups capacity can increase markedly. Most importantly, it is becoming part of the way that this community 'does business;' we

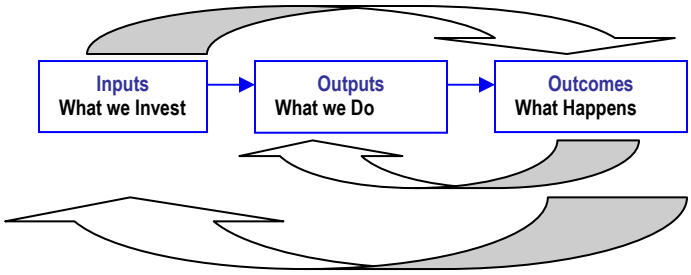


Figure 15. Recursive Thinking Patterns. Prince Albert, SK.

learn from the past, get insights from the present, and apply that learning to future endeavors.

Although the twenty-eight interviews were time consuming, they were valued by individuals and the community because they enabled us to put into words unarticulated thoughts, feelings and intuitions. They also caused new discoveries about the impacts of the various projects. They caused us to search for better and more effective ways to engage in these dialogues both individually and collectively. The graphics in Figures 14 and 15 depict the processes. Use of the Logic Model enabled our community to frame dialogues in a way that caused us to engage in reflection, critical evaluation and projection into the future; in effect, it enabled us to learn from experience and use that learning to plan more successfully and strategically for the future.

When groups ask, "Where are we going? How will we get there? What will tell us when we've arrived? How will we know what we've accomplished?" we know that they are developing a framework for working together. Not only are funders asking us to be more accountable,

agencies also want to 'spend' their monetary and human resources in ways that give them the best outcomes so we must evaluate. We know that what gets inspected gets expected, and what gets measured gets done but we may not have thought that if you don't measure results you might not be able to tell success from failure! Although it would be simple to see things in the strictly linear fashion depicted by the small blue arrows in Figure 15 below, real life is much more recursive and like the over-arching arrows which move in both directions simultaneously. It is this flexibility of thinking that most characterizes critical and creative thought and both are necessary for strategic thinking and informed decision-making. The Logic Model has helped us to move forward and we recommend its use.

Poverty

While Canada remains one of the best places in the world to live as evidenced by its ranking of six, of 177 member nations, on the United Nations Human Development Index in 2006, homelessness remains a major social and health issues in Canada. Poverty continues to plague Canada; our nation ranks eighth on the United Nations Poverty Index. One in six children lives in poverty in Canada (Canada Council on Social Development and Statistics Canada figures, 2004). The 2006 figures reveal that 17.75% (1,195,805) of Canadian children live in poverty with British Columbia (23.5%), Newfoundland and Labrador (23.1%) and Saskatchewan (20.1%) reporting the largest provincial averages and Prince Edward Island (10.8%) and Albert (14.5%) reporting the smallest rates. Despite a unanimous resolve of the House of Commons to "seek to achieve the goal of eliminating poverty among Canadian children by the year 2000", which became known as Campaign 2000, the child poverty rate has remained tenaciously undaunted for almost 25 years (Nosbush, 2007).

Statistics Canada figures from 2004 were utilized by The Social Policy Research Unit at the University of Regina to paint the picture in Saskatchewan:

- 57.3% of Saskatchewan children who live in female lone-parent families are poor;
- $352 million would raise all Saskatchewan poor children and their families to the poverty line;
- The average Saskatchewan poor family with children requires an additional income of $8,150 to reach the poverty line (the average of the additional income required for two-parent families and one-parent families to reach the poverty line);
- Before social transfers, 27.7% of Saskatchewan children under age 18 live in households below the poverty line. When spending on social programs is included in the family income, the figure drops to 17.9%. This is, however, considerably higher than the less than 5% some European countries have achieved. We must leave no child behind.

To more fully understand poverty, one must examine income equity and its effects on a number of variables. For example, the impact on health for the City of Saskatoon is outlined below:

- "Based on government data for 2001, nearly four times as many people from low-income

neighbourhoods wound up in hospital after attempting suicide compared to the rest of the city. The number of suicide attempts is also more than 15 times higher than the number in affluent neighbourhoods;
- Hospitalization for diabetes were three times higher in low-income neighbourhoods than the rest of the city, and nearly 13 times higher than in the eastern suburbs;
- While only 46.6% of inner-city tots are up to date with their measles, mumps, and rubella vaccinations, 95% (of kids in affluent areas are covered. Babies born in the lower-income cluster of neighbourhoods are five times likelier to die than an average city baby" (p. 6, *November 2006 Report Card on Child Poverty in Saskatchewa*n).

A recent Environic Poll conducted by the Canadian Centre for Policy Alternatives (2006) highlights the perceptions Canadians have about the effects of the increasingly steeper socioeconomic gradient emerging in Canada:

- 49% of Canadians feel they are just one or two paychecks away from being poor;
- 65% of Canadians feel that most people have not benefited from Canada's growing economic prosperity suggesting that most benefits have gone to the very rich;
- 76% of Canadians worry that the growing gap between the rich and the poor will lead to more crime, and if this trend is left unchecked Canada will become increasingly similar to the United States;
- The belief of a widening gap is help by all Canadians but is especially evident in residents from Saskatchewan and British Columbia;
- Residents from Atlantic Candia, Quebec, Ontario and Saskatchewan are more likely to believe this growing gap will lead to Canada becoming more like the United States.

While poverty may not be a constant companion for most Canadians, it casts its shadow on an increasing number and its possibility causes concern for an even greater number. In Saskatchewan 44,000 children live in poverty, while in Prince Albert and area almost one quarter of the population lives in low to very low socioeconomic conditions (Understanding the Early Years, 2006). However we must be aware that:

> It is not simply that poor material circumstances are harmful to health; the social meaning of being poor, unemployed, socially excluded, or otherwise stigmatized also matters. As social beings, we need not only good material conditions but, from early childhood onwards, we need to feel valued and appreciated. We need friends, we need more sociable societies, we need to feel useful, and we need to exercise a significant degree of control over meaningful work. Without these we become more prone to depression, drug use, anxiety, hostility and feelings of hopelessness, which all rebound on physical health (Wilkinson & Marmot, 2003, p. 9).

By tackling social and material injustices, we reduce a range of other social issues that have their root in these socioeconomic processes suggest Wilkinson and Marmot from the World Health Organization. While it is possible to define a social goal of poverty elimination as merely providing sufficient funds to meet basic needs, a broader goal would be to create equality of opportunity and even more ambitious goal would be to establish advanced social inclusion whereby citizen participation, capacity, and agency is enhanced through use of economic, social, health, educational and legal tools that make autonomy possible (Mitchell & Shillington, 2002, p. 1). In effect, what is needed are policies and programs that promote "people's capacity to act as citizens with equal freedom to conduct a life they have reason to value" (P. 22). We must be equally

aware that "outcomes of one generation shape the opportunities of the next" (ibid, p. 2) in an intergenerational cycle that is hard to tease apart but nonetheless powerful in its cumulative impact.

Homelessness is frequently associated with poorer health status indicated by high mortality rates and a high prevalence of substance abuse, mental illness and infectious diseases (Begin et al., 1999, Hwang, 2001). Pioneering efforts in estimating homeless were initiated by the Canadian Council on Social Development in 1987; the results from the 2001 Statistics Canada census indicated that over 14,000 individuals were homeless (Werepitiya, 2002) but many believe that it vastly underestimates the magnitude of the issue largely due to the ability to accurately measure the number of homeless individuals and families.

Canada is one of the most urbanized countries in the world with 80% of its population living in cities with populations of 10,000 or more (Environmental Sustainability Report, 2003). Although homelessness is a problem in rural areas, it has become a crisis in Canada's urban areas (Frankish, Hwang & Quantz, 2004). Statistics from Canada's largest city, Toronto, indicate that one homeless citizen dies every six days (Layton, 2000). Too many communities "turn their backs on those who are struggling" (ibid, p. xix) but Prince Albert is working with its citizens to provide a safety net that helps all citizens move toward safety and security in their housing. Prince Albert is not alone; a meeting of big city mayors in Winnipeg in 1998 declared homelessness a national disaster (as reported by Layton, 2000, p. xx)

A review of a number of studies indicates that there is no agreed upon definition. The *Government of Canada's Homelessness Partnering Initiative Reference Guide* published by Service Canada in August of 2007, to assist communities to develop a common language and common reference points for dialogue, has been very helpful in the knowledge exchange within communities (see *Workbook* in Appendix I) and will continue to be foundational in the community's understanding of the issues of housing and homelessness and what moves individuals and families in positive and negative directions on the continuum.

A trio of Canadian researchers (Frankish, Hwang & Quantz, nd) prepared a paper for an international think tank on reducing health disparities and promoting equity for vulnerable populations; in particular, they addressed the relationships between homeless and health in Canada and concluded:

- Alcohol use disorders are widespread, with lifetime prevalence rates of about 60% among homeless men (Fischer & Breakey, 1991);
- Alcohol problems are six to seven times more prevalent among the homeless than in the general population;
- Less data are available on the abuse of substances other than alcohol; in the US studies, the median prevalence of drug use disorder is 30% (Lehman & Cordray, 1993); and

- Cocaine (especially crack cocaine) and marijuana are the illicit drugs most often used by homeless people in Canada (Smart & Adlaf, 1991).

Access to stable, safe affordable, and appropriate housing has become a critical issue, not only in our community, but in all communities across the nation. While unstable and inadequate housing and homelessness affect many adults, they have a profound effect on children – one that may alter their entire life path.

> Living up to the values of justice and fairness that we espouse – as individuals and as a society – makes the difference between wishes and reality, between talking and action, between self-interest and caring, between making promises and keeping promises. But most of all, living up to the values we espouse makes all the difference in the world to Canada's children. That's a promise we can't afford to break (Guy, 1997, p. 150).

Report Limitations

This report utilized the 2006 Statistics Canada data that is available; however, neighbourhood data on a complete range of variables is not yet available. As noted in the 2004 Action Plan, a complete and ongoing data base of the numbers of clients served, their needs, and the waiting lists at our emergency shelters, transitional shelters and in our supportive housing units is not yet available and is necessary for the community to make evidence-based decisions and to plan strategically. A detailed listing of the number of beds available was compiled by Brian Clavier (Spruce River Research) in Spring 2007 and will be included at the end of the next chapter but it does not provide the number of clients served yearly. An integrated data base that includes service provider statistics and that is regularly updated is needed in Prince Albert.

How to Use This Report

The goal of this report is to contextualize housing and homelessness in Prince Albert. The report provides background information on poverty, the role of cities and neighbourhoods in development, and it presents information on the Prince Albert context from a number of different perspectives including a number of first response organizations.

Policy developers, decision-makers, community organizations, service providers and citizens are encouraged to use the information to make informed decisions related to homelessness and housing, and to assist in preventing and alleviating homelessness and housing issues in Prince Albert. The information contained in this document is owned by the Prince Albert community, and therefore, proper acknowledgement and citation would be appreciated when appropriate. This document used the work and ideas of the people of Prince Albert, and the work by the service providers, for developing a document that could lead us into the 21st century as we discern how to most strategically respond to the critical need in our community.

The Community Context

Prince Albert's position as the gateway to the North and to the South and its function as a major trading area hub in the north serves a population of 150,000 notwithstanding its agglomeration area according to Statistics Canada 2006 Census is 40,766. Its Urban Core population is 34,138 (see Figure 1 below). As the third largest city in the province, it is a major health, education and social services hub. As the hub in the north central part of Saskatchewan, the community experiences a large degree of mobility both from surrounding First Nations communities and from the mining and mineral industry in northern Saskatchewan and Alberta. With the closure of the Weyerhaeuser Pulp and Paper mill and its subsequent sale to Domtar, a large portion of those employees have opted to keep their families in Prince Albert and fly out and work from here. While this provides stability for their families, it also creates a void for those families.

Prince Albert is the centre of a major health authority that serves almost 80,000 and also functions as an education hub with the presence of the Universities of Saskatchewan and Regina, First Nations University of Canada, Saskatchewan Institution of Applied Sciences and Technology (SIAST), Saskatchewan Indian Institute of Technology (SIIT), Gabriel Dumont Institute and a

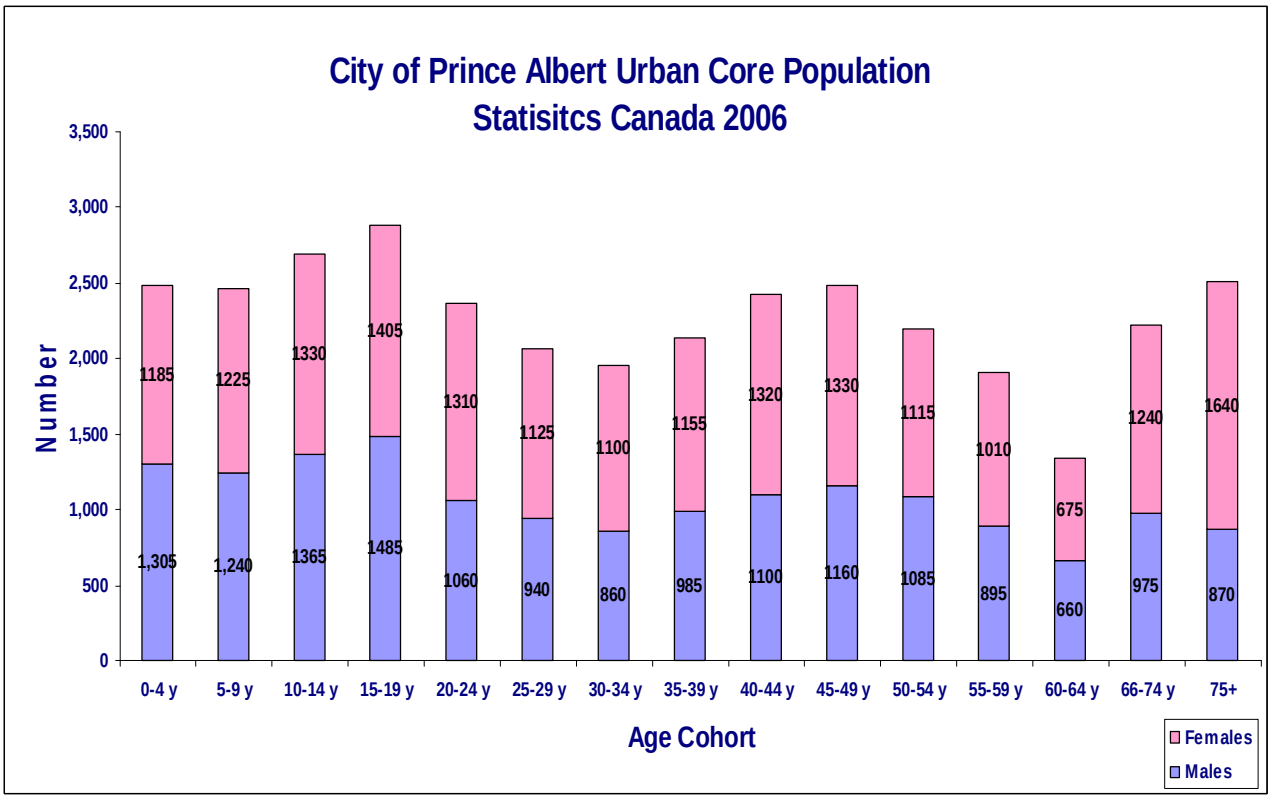


Figure 16. Prince Albert Urban Core Population by Age and Sex. Statistics Canada 2006.

National Dental School. Prince Albert's Social Services' region serves the whole North East region of Saskatchewan; offers a range of innovative and creative services to the population,

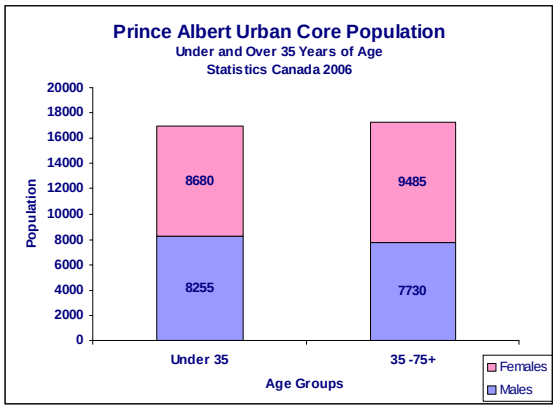


Figure 17. Prince Albert Urban Core Population, Under and Over 35 Years of Age by Gender, Statistics Canada 2006.

and works closely with Indian Child Family Services on the many First Nations within its boundaries. Collaboration between and among institutions is well-developed in Prince Albert and continues to grow because we realize that intersectoral and interprofessional collaboration are essential if we are to meet the challenge of the many complex issues in housing and homelessness.

Prince Albert has ten major neighbourhoods

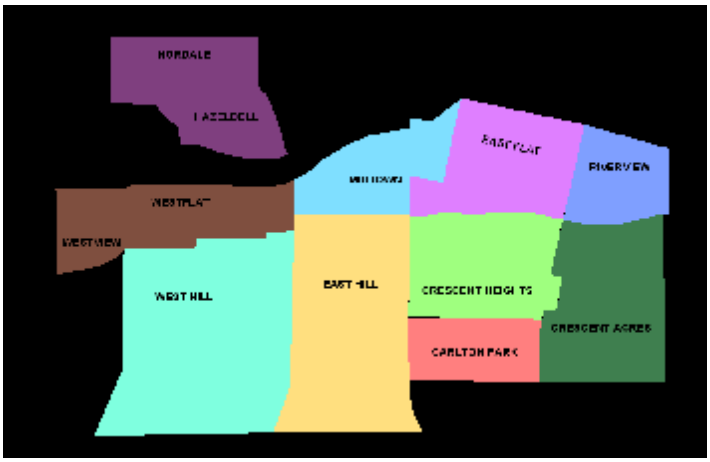


Figure 18. City of Prince Albert Neighbourhoods. Public Works Department. City of Prince Albert.

as depicted in Figure 18. Table 2 presents the neighbourhood figures and inspection of these data reveal that some neighbourhoods are very small (Nordale/Hazeldell) and some are very large (East Hill and West Flat). As discussed in Chapter 1, neighbourhoods also vary in their composition; some have large number of children and youth; others have a large seniors' population. Responses to needs in neighbourhoods will need to carefully consider the demographics of each neighbourhood. The nature of the challenges in neighbourhoods may also be directly related to the composition of its population. For example, neighbourhoods with a large number of young

City of Prince Albert
Population by Neighbourhood
2001 Statistics Canada Census

Neighbourhoods	Carlton Park	Crescent Acres	Crescent Heights	East Flat	East Hill	Midtown	Nordale/ Hazeldell	Riverview	West Flat	West Hill	City
Children & Youth Under 20	1015	910	900	1155	1595	850	205	1020	2225	865	10,845
Adult Population Age 20 – 64	1765	1530	1775	1755	3080	2030	495	1340	2720	2055	18,475
Seniors Over 65	150	90	345	405	810	950	50	60	560	710	4,120
	2930	2530	3020	3315	5485	3830	750	2420	5505	3630	

Table 2. Population of Prince Albert by City Neighbourhood. Statistics Canada 2001.

children and youth will require a range of recreational resources and access to child care where neighbourhoods with large number of seniors will require a different range of recreational activities and access to health care services.

Safety and Crime

Prince Albert is also a hub for justice services with many penal institutions: a federal penitentiary with minimum (Riverbend Institute – 100 inmates), medium and maximum security operations (at Saskatchewan Penitentiary – 500 inmates), a provincial men's correctional facility (over 300 inmates), the only women's correctional facility in the province (over 150 inmates), a healing lodge, and two youth facilities (open custody) with a third youth facility is under construction. In total, Prince Albert incarcerates over 1,000 inmates at any one point in time. When males are incarcerated, their families tend to move to the community where they are incarcerated, whereas female's families often break apart. Once these inmates are paroled and permanently released, a very large number of them make Prince Albert their home because their families are already settled here. The Justice Sector is one of the largest employers in this region so it is fair to say that justice issues touch every segment of this community.

The Prince Albert Police Service has been increasingly concerned about the number of nights in cells due to alcohol and substance abuse (see Figure 19). While they report that 70 – 80% of crime is related to substances, for a number of individuals, public drunkenness is a way of life. Because spending time in cells does not change the nature of their issues nor does it help them on their journey to healing, the Police Service lobbied

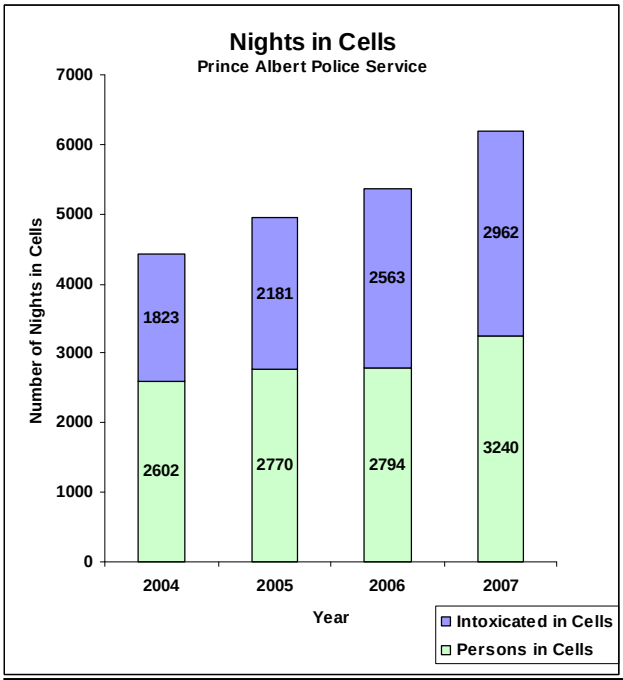


Figure 19. Nights in Cells From 2004 - 2007. Prince Albert Police Service, 2007

for both an acute and social detoxification centre for adults in Prince Albert and under the Premier's *Project Hope Initiative* a fourteen bed facility will soon be constructed (6 acute detoxification and 8 social detoxification beds).

Considering that Prince Albert has the largest youth population of the eight urban centres in Saskatchewan, one would anticipate high youth crime rates because youth is the time when individuals take risks and push social boundaries. However, what is interesting about the trend in these statistics (see Figure 20) is that a lesser proportion of youth are being diverted to alternative measures or merely receiving warnings in the last

year (Note: the first six months of 2007 were used to project figures for all of 2007 in order to make

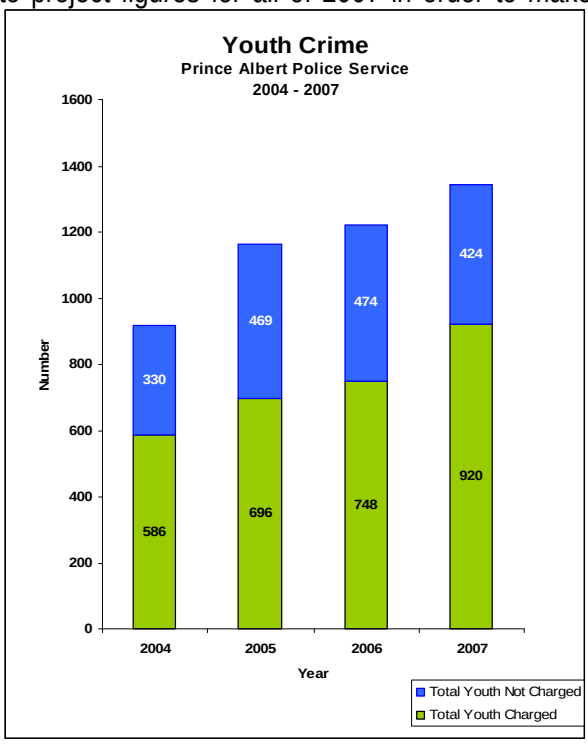


Figure 20. Prince Albert Youth Crime Rates. Prince Albert Police Service, 2007.

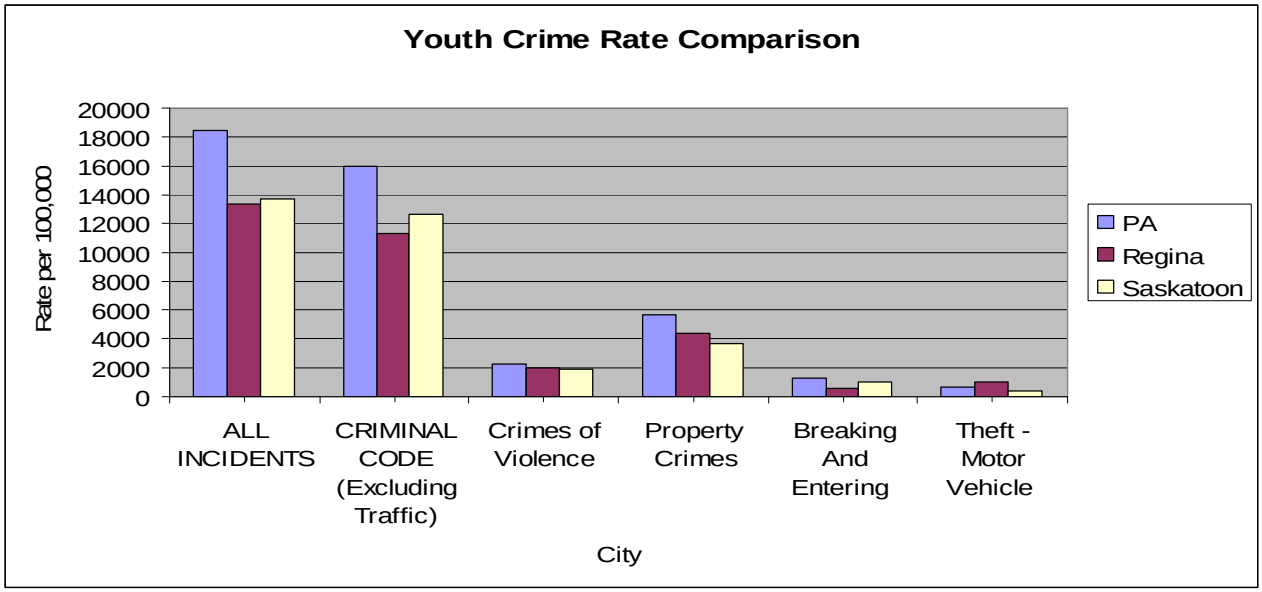
comparisons across years for all crime statistics discussed). The rates have varied from 36% in 2004, to 40% in 2005, and 39% in 2006 to 32% in 2007. An increase in gang activity in Prince Albert may be partially responsible for this trend.

Comparison of the youth justice statistics presented in Figure 21 indicates that Prince Albert has a higher proportional ratio of youth crime per 100,000 population than either Saskatoon or Regina with the exception of auto thefts in Regina. Regina focused on auto theft in their Crime Reduction Strategy and reduced the theft of automobiles. Of particular note, are the Crimes of Violence committed by Prince Albert youth. They surpass the other two cities by a considerable number. This is of increasing concern to the community. The Prince Albert Community Summit identified youth as the target group for community action and plans are presently being formulated.

An examination of Figure 22 reveals a significant drop in property crime and a slight drop in other criminal code offenses (weapons/firearms, bail violations, breach of probation and prostitution) but an increase in violent and youth crime. Controlled drug and substance act offenses are incomplete since The Combined Forces Unit records some of it crimes with the Prince Albert RCMP detachment. Overall these statistics indicate that there are some substantial reductions in crime but the crime of a more serious and violent nature, appear to be increasing.

The Prince Albert Police Service's Foot Patrol and Downtown Substation have been helpful additions to the quality of life in the central business district and have also improved the perceptions of safety. They have worked with business owners using Crime Prevention Through Environmental Design (CPTED) strategies to help them protect their property. While these solutions create temporary relief, more long-term solutions for the largely adult homeless population in the downtown core are being sought.

For over a year, a new Bylaw Enforcement Unit has been operational. Initially, it operated under the City but is now housed at the Downtown Police Substation and operates under the Prince Albert Police Service. This Unit utilizes many kinds



Rate per 100,000			
	Prince Albert	Regina	Saskatoon
ALL INCIDENTS	18500	13325	13753
CRIMINAL CODE (Excluding Traffic)	15943	11340	12631
Crimes of Violence	2231	1965	1903
Property Crimes	5640	4364	3717
Breaking And Entering	1253	552	976
Theft - Motor Vehicle	601	979	318

Figure 21. Youth Justice Statistics Across Saskatchewan's Largest Urban Centres. Corrections and Public Safety. 2005.

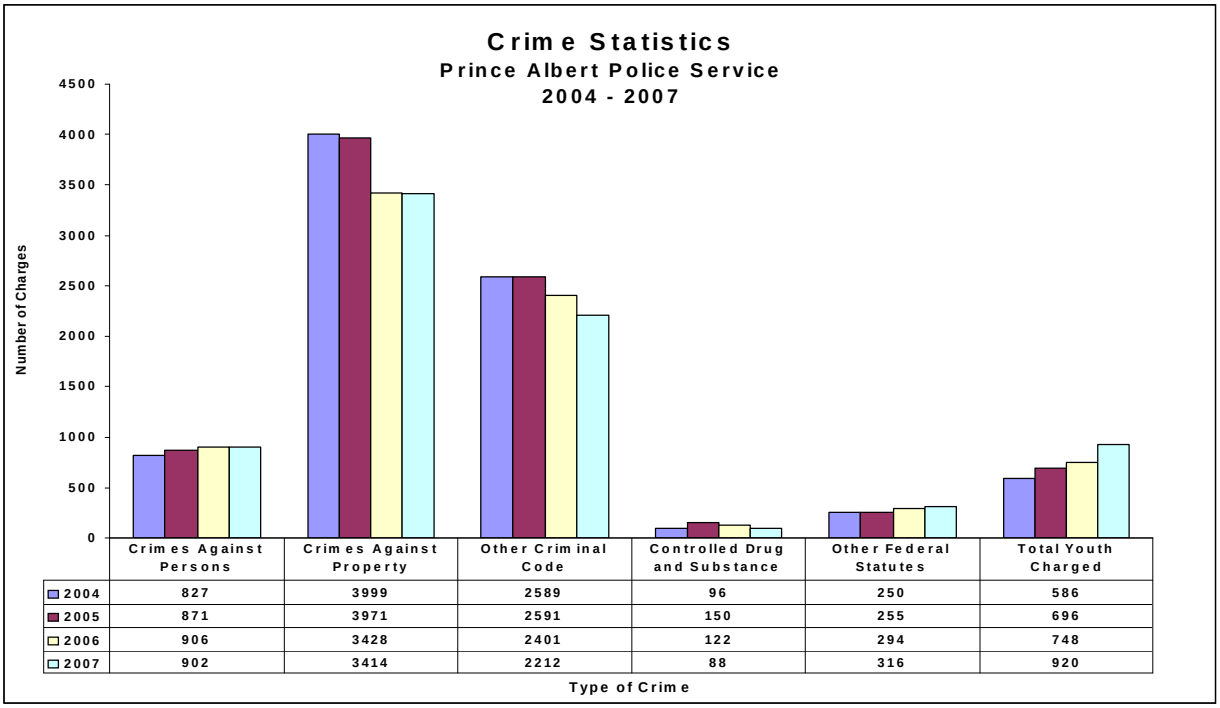


Figure 22. Prince Albert Crime Statistics 2004 - 2007. Prince Albert Police Service, 2007.

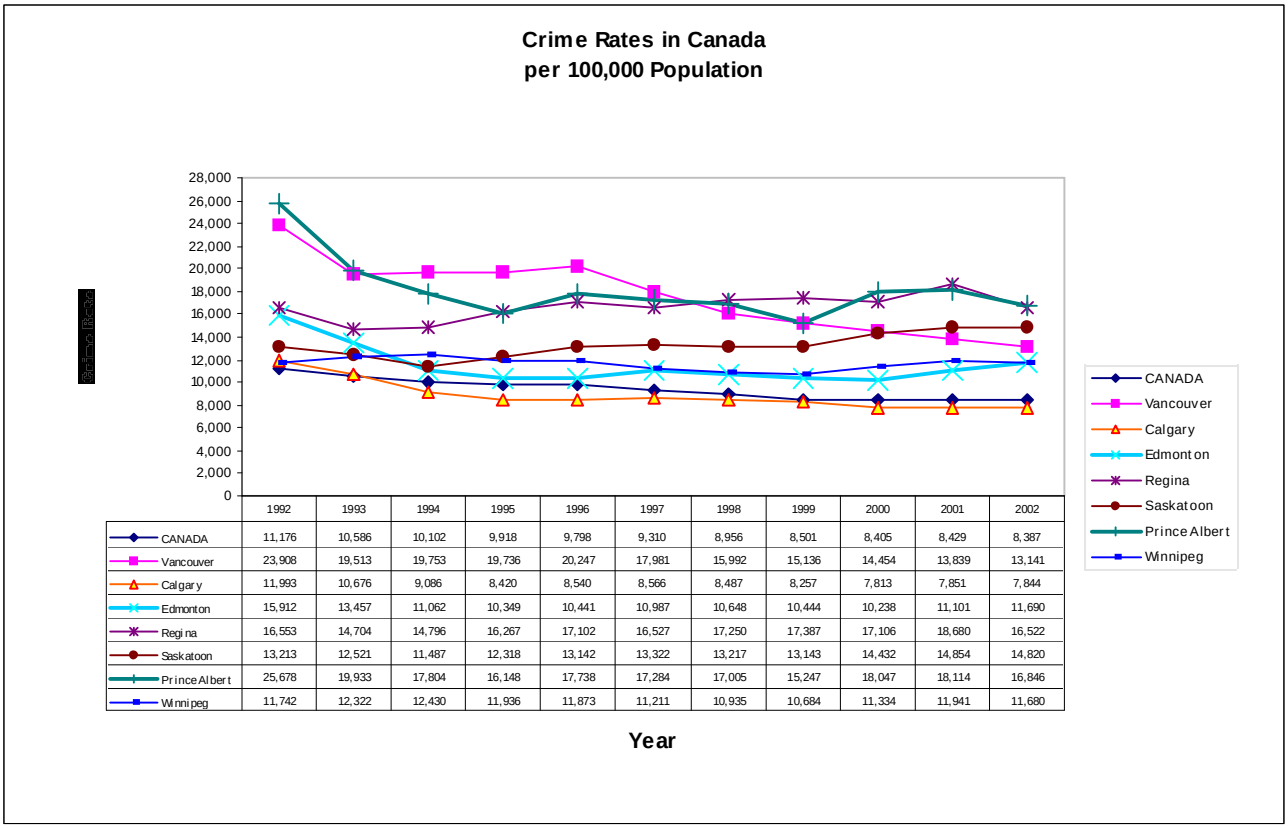
of legislation and codes to examine the overall quality of housing in Prince Albert:

- The Public Health Act
- The Cities Act
- The Uniform Building and Accessibility Standards Act
- The National Building Code
- The National Fire Coe
- The Safer Communities Legislation

Together this legislation and the dedicated work of the Bylaw Enforcement Unit are helping to increase the standard of acceptable housing conditions in Prince Albert. It is their combined use of a number of areas of legislation that has made them particularly effective. As well they work with the Safer Communities Officer assigned to this area (particular emphasis in this legislation is on drug dealing and criminal activity in residences).

Because Prince Albert is the oldest city in the province, a large portion of its housing is older so the work of this unit will signal to the community that preventive maintenance is essential. A newly formed Landlords Association will also assist in this area. Together these moves have helped our community to carefully examine the quality of housing available.

A newly initiated "Neat and Clean Campaign" by the City of Prince Albert has also help to raise expectations and create pride in the community. Although much of what is being done is cosmetic in nature, the underlying emphasis is to create a sense of collective ownership in the City. A number of newly introduced bylaw have also helped in this area. Together these actions are



	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
CANADA	11,176	10,586	10,102	9,918	9,798	9,310	8,956	8,501	8,405	8,429	8,387
Vancouver	23,908	19,513	19,753	19,736	20,247	17,981	15,992	15,136	14,454	13,839	13,141
Calgary	11,993	10,676	9,086	8,420	8,540	8,566	8,487	8,257	7,813	7,851	7,844
Edmonton	15,912	13,457	11,062	10,349	10,441	10,987	10,648	10,444	10,238	11,101	11,690
Regina	16,553	14,704	14,796	16,267	17,102	16,527	17,250	17,387	17,106	18,680	16,522
Saskatoon	13,213	12,521	11,487	12,318	13,142	13,322	13,217	13,143	14,432	14,854	14,820
Prince Albert	25,678	19,933	17,804	16,148	17,738	17,284	17,005	15,247	18,047	18,114	16,846
Winnipeg	11,742	12,322	12,430	11,936	11,873	11,211	10,935	10,684	11,334	11,941	11,680

Figure 23. Crime Rates in Western Canadian Cities per 100,000 Population. National Centre for Justice Statistics, 2005.

creating a new sense of what is acceptable behaviour in our community and are helping to raise the standard of behaviour and of building quality and maintenance. The City has this to say about its Neat and Clean Campaign:

> City Council recognizes that a community's cleanliness and image is not a "frill", but is essential to the City's economic future, the social welfare of its residents, and civic pride. An aggressive program to enhance Prince Albert's image and achieve a Neat and Clean City has begun.
>
> City Council's Neat and Clean initiative is much more than a superficial clean-up. This program reaffirms the City's commitment to public pride in their city. Improving the attractiveness of public parks and other civic open spaces including landscaping, parks design and residential public walkways is a key priority. Signage, litter removal, roadway and roadside cleaning, graffiti management and sustainable maintenance of our infrastructure are all initiatives of the Neat and Clean program (http://www.citypa.ca/Others/NeatClean2007/tabid/415/Default.aspx) .

Although some would argue that these moves are dealing with low level, nuisance kinds of activity, the justice statistics overall in Prince Albert and Canada have indicated that dealing with "the small stuff" is helping to prevent at least some of the more serious crimes. Furthermore, these kinds of moves help to engage citizens in public vigilance. This combined effort can set new standard of what is acceptable.

The Prince Albert Downtown Improvement District hired a number of Downtown Ambassadors to work in the downtown core to greet citizens, provide information to visitors, and ensure that the homeless population does not make the downtown core unsustainable as a business district. These ambassadors have made a significant difference in the perceptions of safety in the downtown core. The Mayor instituted street farmer's markets with noon-hour entertainment once per week during August and this brought large numbers of citizens to the downtown core. More recently, City Council passed a Panhandling Bylaw to further ensure safety of citizens in the City.

Although the National Centre for Justice Statistics in Canada reports an overall reduction in crime that is also very much mirrored in the Prince Albert Police Service statistics (especially property crimes like break and enters), it also notes that there is an increase in violent juvenile crime. Saskatchewan reports the largest proportional rate of gang involvement in Canada with 1,700 active gang members. Gangs have become an increasing concern in Prince Albert, as the murder of an eighteen year old in the fall of 2007 attests. Those charged range in age from 14 – 16 years of age. The presence of gang signals dis-integration of neighbourhoods, lack of positive social capital among at least a segment of the youth population, and a growing fear for personal safety among the general population. Since gangs are most often associated with a range of criminal behaviour, only some of which is captured in crime statistics, we will begin our exploration in the Criminal Justice System. Examination of Figure 23 reveals that Prince Albert and Regina have similarly high crime rates and surpass other Western Canadian cities per 100,000 population. Since Prince Albert and

Regina have similar demographics, with large vulnerable populations characterized by poverty as well as alcohol and substance abuse, collaboration between the two cities has already begun to explore ways to meet the needs of the large marginalized population.

Gang activity is prevalent on the streets, within the penal institutions, across institutions, and between institutions and the street of Prince Albert. The high rates of violent youth offending for this area (see Figure 21) are well documented in provincial crime rates and are indicative of both drug and gang issues. Typically, high rates of property crimes and prostitution indicate substance abuse issues since the proceeds of these offenses frequently subsidize drug habits. The Needle Exchange Program distributed 410,481 needles in 2005/2006 and 468,163 in 2006/2007 with better than a 95% return rate (B. Enns, Prince Albert Parkland Health Region, 2007). This attests to the large IV drug use issue in the city.

There is growing acknowledgement that the problem is escalating notwithstanding the efforts in the community in groups like Uniting to Heal. Urgency is mounting. The partnerships between Prince Albert Grand Council and The Prince Albert Parkland Health Region in addiction treatment are enabling us to meet more complex needs and treat addictions in the context of culture and community.

The presence of major mineral deposits will have a significant impact on the economy and will bring with it new types of crime. There is widespread commitment to work together to increase the safety and well-being of all members of the community, particularly those who are most vulnerable.

Safety and Fire

While police respond to some threats to safety, the fire department's statistics and types of responses indicate that they respond to a large number of safety issues in the community as well. Fire statistics for 2007 were calculated based on

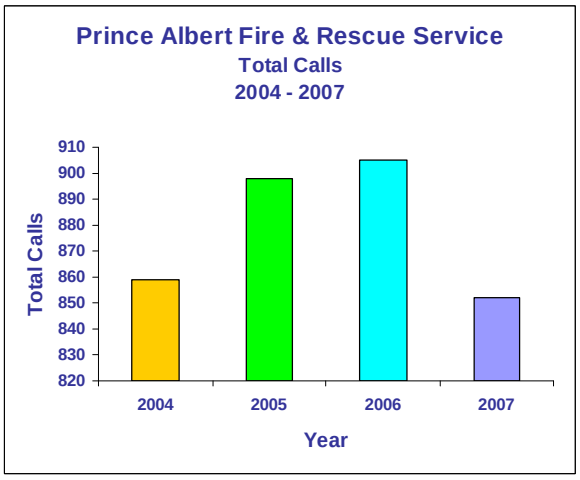


Figure 24. Prince Albert Fire & Rescue Service Calls Per Year 2004 - 2007. Fire Chief Les Karpluk, 2007.

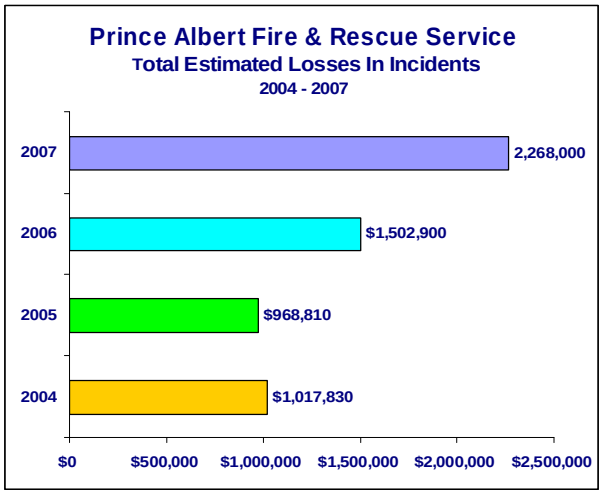
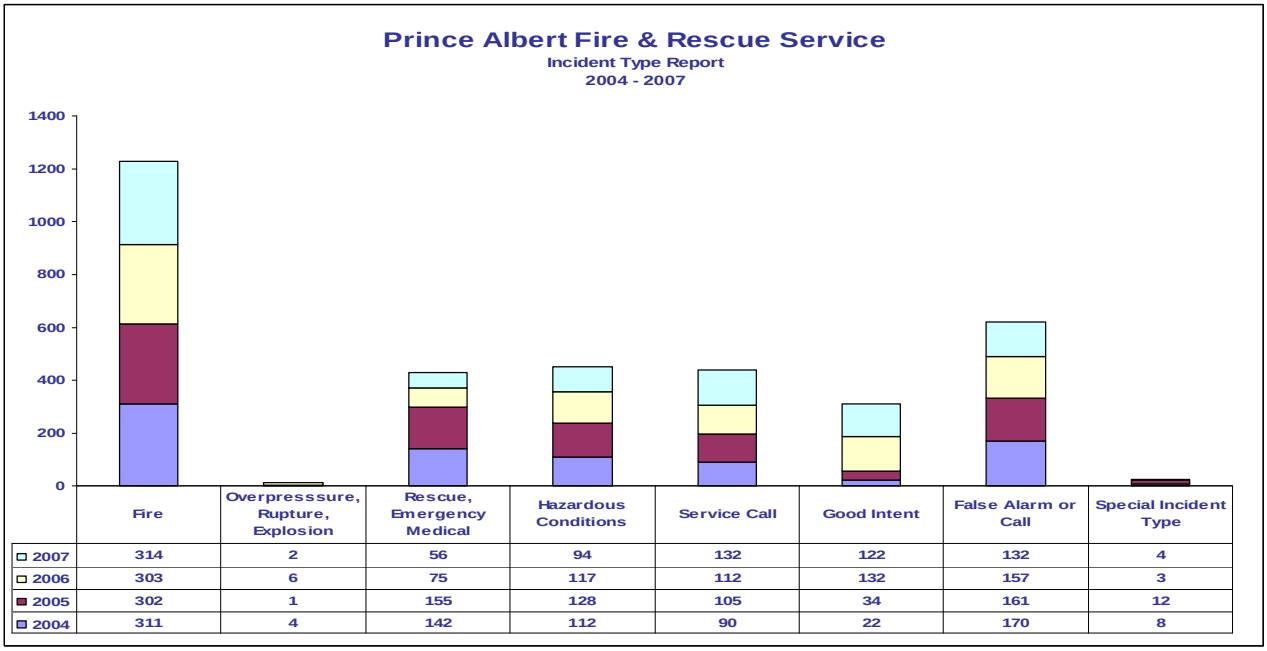


Figure 25. Estimated Monetary Losses in Fire Incidents 2004 - 2007. Prince Albert Fire & Rescue Service Calls Per Year. Fire Chief Les Karpluk, 2007.



	Fire	Overpresssure, Rupture, Explosion	Rescue, Emergency Medical	Hazardous Conditions	Service Call	Good Intent	False Alarm or Call	Special Incident Type
2007	314	2	56	94	132	122	132	4
2006	303	6	75	117	112	132	157	3
2005	302	1	155	128	105	34	161	12
2004	311	4	142	112	90	22	170	8

Figure 26. Prince Albert Fire & Rescue Service Statistics 2004 - 2007. Fire Chief Les Karpluk. 2007.

the trend for the first six months of the year. Figure 24 indicates that the Prince Albert Fire & Rescue Service responds to almost three calls per day. Figure 25 reveals the monetary loss due to fires; the losses will double this year from 2004.

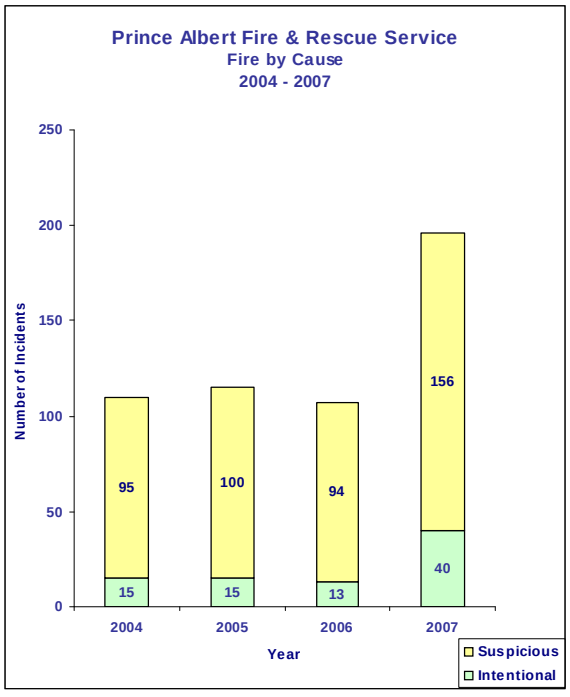


Figure 27. Fire by Cause 2004 - 2007. Prince Albert Fire & Rescue Service. Fire Chief Les Karpluk, 2007

What kinds of calls does a fire service respond to on a regular basis? Figure 26 reveals the nature of their work. While the majority of their calls are responses to fires, a large number are false alarms. A significant portion of their work involves responding to rescue and emergency medical calls where they collaborate with Prince Albert Parkland Ambulance and Care, Inc. and the Prince Albert Police Service. Their water rescue accounts for a number of calls but extraction from vehicles in accidents accounts for the largest number of calls in this category. Their hazardous condition calls directly relate to the safety of homes and involve dealing with a number of hazardous conditions.

Figure 27 presents the causes of fires and it is readily apparent that an overwhelming percentage are suspicious in nature; they are not able to confirm that they were intentional, hence they are

ruled suspicious. Fire setting by children and youth is becoming a concern in the city and the fire department reports that they frequently start with garbage cans and progress from there. It is important for the community to be vigilant and concerned about the fire safety in their neighbourhoods because fire can take lives and destroy homes thereby creating housing insecurity for families

Mobile Crisis

Mobile Crisis responds to all Social Services' calls after their offices close and is staffed twenty-four hours per day. Al Reis, the Executive Director of Mobile Crisis in Prince Albert reports that the major categories used to code their calls include: child protection, sexual assault, family violence, physical health, elderly, mental health, emotional abuse, substance abuse, financial problems and gambling. Homelessness would be coded under the 'financial, accommodation' category. In many crises interventions, the focus at the point of crisis is on the immediate problem(s) such as intervention in family violence or child protection matters. Though homelessness or housing insecurity may be a factor, it may not be coded thus unless it is the major factor at the point of crisis. Examination of the data in Figure 28 suggests a high volume of calls, many of which involve some type of housing insecurity.

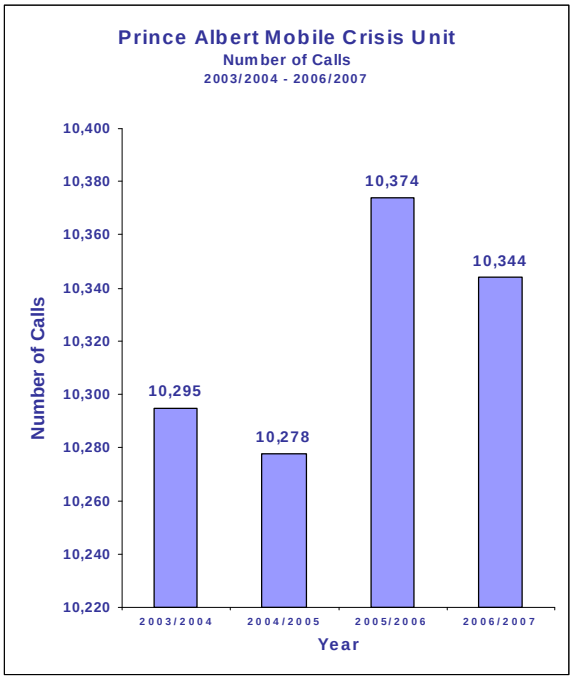


Figure 28. Prince Albert Mobile Crisis Number of Calls. Executive Director Al Reis, 2007.

First responders see housing insecurity and homelessness first hand and are willing to work with the community to explore solutions to these complex issues.

Exploration of the first responders' data reveals case loads higher and more complex than most in the province. Collaborative approaches that examine the root causes of poor outcomes are already uncovering the presence of systemic issues such as poverty and social exclusion which lead to substance abuse, high mobility, teen pregnancy, early disengagement from school, and involvement with the criminal justice system. This demands a comprehensive approach that works at the community level rather than at the individual level with strong provincial and federal partnerships to break the cycles of disadvantage that lead to poor developmental outcomes.

Prince Albert Has Many Strengths

Notwithstanding the complex issues discussed above, Prince Albert has much strength on which to build the base to meet its challenges:

- Capacity to work together to find innovate, creative solutions to complex issues;
- The development of the Youth Outreach Centre for high risk youth and the further development of the "Beat the Street" and "Warrior Spirit Walking" Programs to help youth leave street life and prevent gang involvement;
- Social Issues including safety and well-being of the community are very high on the City's Agenda;
- The City's After School and Playground programs provide strong recreational opportunities for children and youth;
- Development of Canada's third Food Charter and its adoption by the City to increase food security for all citizens;
- Prince Albert Integrated Human Services Practicum is an innovative interprofessional collaboration that is helping to create a seamless weave of supports and services;
- The development of strong Community School Programs in 10 schools in the City and Prekindergarten Programs in 8 of those schools, each working to reduce barriers to education and enhance the neighbourhood's capacity to thrive;
- Prince Albert's designation as a SAFE community which work toward injury prevention;
- The Crime Reduction Strategy developed by an intersectoral collaborative team encompasses youth and the under 12 population;
- The Population Health Strategy that addresses substance abuse, food security, mental health and active communities;
- Prince Albert Grand Council is exploring homelessness in a complex study and has already made several recommendations (see Appendix I page 4) which are part of the ongoing knowledge base developing locally;
- The Addiction Strategy utilizes a four pillar approach (Prevention, Treatment, Integration and Supply Reduction) to address needs and has developed a website and a range of support documents. This four-pillar approach could be utilized in other areas where there are complex needs such as youth gang involvement; An economy that continues to thrive notwithstanding the closure of the Weyerhaeuser Pulp and Paper Mill;
- Media collaboration to link housing, homelessness and addictions and help to raise community awareness of the complexity of issues;
- The capacity of the community to name and address its issues. The Community Summit in March 2006 identified eight core issues in Prince Albert and Area (Education, Partnership Development, Coordination and Communication, Homelessness, Addictions, Youth, Housing and Sustainable Funding). An in depth report was written in the summer of 2006 and can be viewed at www.unitingtoheal.com under Community Survey; and
- A strong commitment to evidence-based decision-making and knowledge exchange as demonstrated by its successful six-year Understanding the Early Years national initiative (funded by HRDC which is now Social Development Canada; the final report can be found at www.srsd119.ca/uey). As part of this initiative, Prince Albert completed a Community Survey through the National Longitudinal Study of Children and Youth; the results are presented in Table 1 below. These data demonstrate the positive changes realized but they also chronicle the effects of Crystal Methamphetamine, which affected our community in those years. Collaborative work in the Addiction Strategy has reduced the use of this substance significantly in the last few years but cocaine use remains high. We are still dealing with the effects that substance abuse has on family functioning and the society's perception of safety. Drugs and substance abuse have become the number one priority of the Prince Albert Police Service and Social Issues particularly safety and well-being have become a top issue for the Civic Government.

It is evident that Prince Albert has many demonstrated strengths that can be utilized as a base for addressing the challenges it faces.

Community Demographics

Prince Albert, gateway to northern Saskatchewan, is nestled in the transition between the grasslands and the northern boreal forest. Its proximity to the North has resulted in "the

development of processing, manufacturing and tourism industries (Stabler & Olfert, 1998, Appendix). The following demographic variables paint the picture for Prince Albert. Unless otherwise noted, these data represent the 2001 census data and are the result of analysis by Doug Elliott with *Sask Trends Monitor* (2006) and Linda Nosbush with Understanding the Early Years (2006).

Not unlike other Saskatchewan cities, the population in the region surrounding Prince Albert grew more quickly than in the city proper. The relationships between urban and surrounding rural areas is being addressed by the Combined Forces Unit in policing, amalgamated school division, larger regional health authorities, closer working relationships between urban and rural municipalities, a large social services region and, the continued development of the Regional Intersectoral Committee's capacity to deal with issues of a complex nature that no single sector can address.

Prince Albert's population is younger than most Saskatchewan cities with the under 12 and under 20 groups comprising the highest portion of the population. There are average numbers of young and middle-aged adults but relatively few seniors. Prince Albert Grand Council reports that 67% of its population is under 25 years of age. This suggests that Prince Albert will experience the challenges associated with a large youth population (increases in risk-taking and juvenile offending) but if managed well this group will be a very positive addition to the labour force and will enable the area to continue to grow and thrive. their social, intellectual, and economic contributions.

Family and Community Characteristics National Longitudinal Survey of Children and Youth Community Survey			
	UEY 2000	Change Direction	UEY 2004
Responsive Parenting	7.3	+	7.5
Demanding Parenting	7.3		7.2
Family Functioning	7.7	-	7.5
Mother's Mental Health	8.8		8.7
Parental Engagement with Children	7.5	+	7.9
Use of Resources	4.1	+	4.6
Social Support	8.0		7.9
Neighbourhood Social Capital	7.0		6.8
Safe Neighbourhood	7.1	-	6.7

Table 3. Family and Community Characteristics 2000 and 2004. Community Report for Children: The Understanding the Early Years Final Report, Prince Albert, Saskatchewan, 2006. Note: Significant Increases or Decreases on this ten-point scale for the results between 200 and 2004 are indicated by plus and minus signs respectively. The absence of a sign indicators means the results remained stable over these four years.

Among Saskatchewan's urban centres, Prince Albert has the highest proportion of residents reporting Aboriginal identity. Census Canada 2001 figures indicate slightly over 30% but school districts' enrolments reveal 54% of the Kindergarten population is Aboriginal. This suggests that the Aboriginal population is growing and it presents a wonderful opportunity to build a shared future.

Prince Albert has the second highest proportion of lone parent families (representing one in four families, up 11% from the previous census) and the highest proportion of common law couples in the province. Teen pregnancies have risen from

one in six to one in five and represent about 300 of the 1500 births in Obstetrics at the Victoria Union Hospital.

The number of young people (15-24) going to school is lower than in other Saskatchewan urban centres – about 55% in the Census Area. However, the average level of completed education in Prince Albert is relatively high (see Table 2) compared with other major urban centres and is increasing. This suggests one of our goals should be to encourage attachment to school and prevent early disengagement because it promotes positive social engagement and also enhances capacity to function in an information age.

Average incomes are still well below averages in other urban centres in Saskatchewan. This will continue to present problems as real estate prices rise and the supply of housing moves into a market range that is out of reach for an increasingly larger number of people. As building and property costs escalate it will also make it difficult to build affordable housing and nurture the development of social housing.

Data for mobility indicate that just over half the population (52%) reported living at the same address as they were in 1996. Another 30% had moved within the city; the remaining 18% move to the city over the previous five years, 13% from within Saskatchewan and 5% from outside Saskatchewan. However, Prince Albert has a very large relatively homeless population that is not captured in these census data. As well, mobility rates differ radically from one neighbourhood to another. A large community school in one of our at-risk neighbourhoods reports a 125% enrolment shift in the first eight months of a recent school year. High mobility rates can destabilize neighbourhoods and a whole community. Presently, we are witnessing this destabilization in our West Flat neighbourhood and it is beginning to emerge in other areas of the city as well, creating a social vacuum in which gangs can thrive.

Despite the 2% increase in employment rate from 58% to 60%, Prince Albert is still below the provincial average of 63%. Coupled with the lower than average wages, unemployment will exacerbate many of the social issues in Prince Albert.

Prince Albert reports some relatively high incomes, but there is also a high percentage of the population with incomes below the Low Income Cutoff (LICO) commonly referred to as the Poverty Line. The 2001 census reported one quarter of the population was living below the LICO and this proportion hasn't changed significantly from the

Prince Albert Share-A-Meal Food Bank			
	2000	2003	2006
Single Adults	1,176	851	815
Single Parents	883	710	495
Couple without Children	259	347	443
Couples with Children	560	846	879
New Referrals	504	440	350
Total Referrals	2,878	2,910	2,528
Total Adults	3,985	4,378	4,211
Total Children	3,634	4,056	3,703

Table 4. Share-A-Meal Food Bank Statistics, Linda Fidler, Manager, February 2007.

1990s to the present. This suggests that poverty is a serious challenge in Prince Albert. Further exploration reveals high Food Bank usage for children, single parents, and the working poor (see Table 4 above for these figures).

Lone female parents face the most serious challenges. The differences in income mirror the vast difference in access to supports and services as well create a steep socioeconomic gradient (this concept will be discussed later) that erodes the development of capacity within the community and can create barriers to collaborative endeavors. Because the neighbourhoods are so diverse 'a one size fits all' approach is counter indicated. The same response in one neighbourhood could be helpful, in another harmful, and in a third make no significant difference. Thus, the response systems must be sensitive to neighbourhood as well individual and family needs.

The Canadian Centre for Justice Statistics reports that Saskatchewan has the highest rate of violent crime in the country. Figure 23 presents the crime rate per 100,000 for Western Canadian cites. Inspection of this figure indicates the crime rate is higher than Vancouver and as high as Regina giving Prince Albert the highest crime rate in Western Canada. This creates a context where negative role models exist and where public safety can be easily compromised. Because these behaviours represent the effect of the social issues in Prince Albert, it is not possible to arrest our way out of them (Chief McFee, Prince Albert Police Service). Rather, we must work together to create a more positive climate for human development.

Public drunkenness has risen markedly in the last number of years. Examination of Figure 29 indicates the number has more than doubled in the last four years. The rate for 2006 is 465% higher than Saskatoon; comparisons to Moose Jaw, a city of similar size, reveal three arrests for public drunkenness (Chief Dale McFee, Prince Albert Police Service). Increasingly, youth are

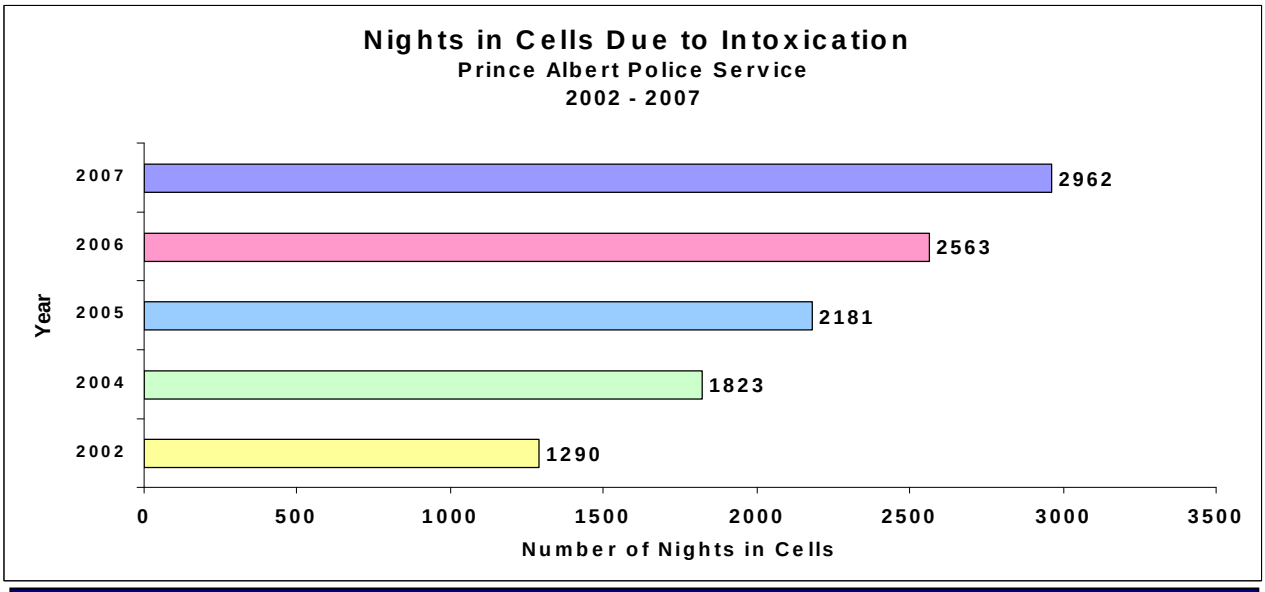


Figure 29. Public Drunk and Disorderly Stays in Cells 2002 - 2007. Prince Albert Police Service, 2007.

represented in these arrests. Prince Albert is now experiencing fourth and fifth generation Fetal Alcohol Spectrum Disorder (FASD), which not only reduces an individual's cognitive and social functioning but also their capacity to parent. Because the issue is so pervasive, there are whole extended families afflicted. As a result, the capacity of the parents to parent, and the circle of support provided by the broader familial relationships are also compromised. FASD individuals are more easily manipulated because they are not capable of discerning the long-term consequences of their behaviours. Intergenerational FASD also helps to explain the increasing child protection rate in Prince Albert.

In order to understand more fully the environment within which children live and grow, The Understanding the Early Years national initiative developed a Social Index (see Figure 30) to provide a general picture of neighbourhoods within the broad community context to enable communities to recognize the number of potential challenges children face in particular neighbourhoods. Nine variables (unemployment rate, individual poverty rate, proportion of population without high school diplomas, proportion of families headed by a lone parent, proportion of population speaking neither official language, proportion of population that immigrated to Canada in the past five years, mobility in the last year, home ownership, and proportion of the total income in the enumeration area coming from

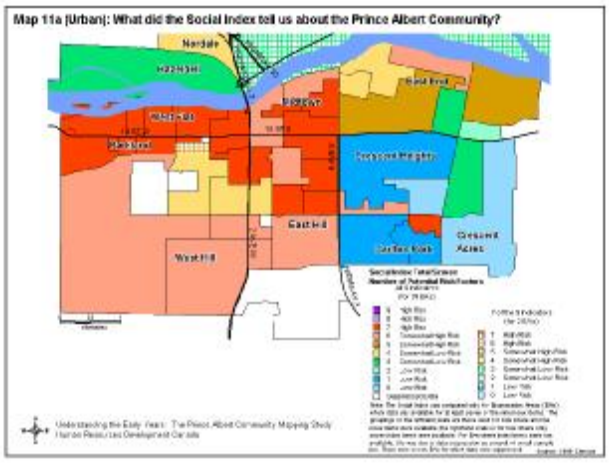

Map 11a (Urban): What did the Social Index tell us about the Prince Albert Community?
Nordale
Crescent Acres
East Hill
West Hill

Figure 30. Social Development Index for Prince Albert. Understanding the Early Years, 2006.

government transfer payments) were selected for their comprehensiveness in describing the socio-economic context of communities, encompassing measures in the areas of education, employment, income level and multiculturalism. Each variable was compared with the national average, which provided a threshold for evaluating the neighbourhood. This enables comparisons within a community, among communities, and at the same time, allows comparisons between a particular community and the country as a whole. Nationally, four categories were established to describe the degree of challenge children face in various neighbourhoods:

- Low Risk (one or two challenges)
- Somewhat Low Risk (three to four challenges)
- Somewhat High Risk (five or six challenges)
- High Risk (seven or more challenges)

There are two variables that have significant impact in Prince Albert that are not captured in this index: movement from the far North (not captured in the Immigration variables but nonetheless as

large a shift in adapted living) and not speaking standard dialect of either official language. In spite of this, examination of Figure 4 indicates that almost half the city could be labeled high or somewhat high risk.

When the demographics for neighbourhoods (Statistics Canada, 2001; Nosbush, 2005a) are considered the following pattern emerges for children and youth less than 20 years of age:

- West Flat – 2225 (21% of the total population of children and youth in the city);
- East Hill – 1595 (15% of the total population of children and youth in the city);
- Carlton Park – 1235 (11% of the total population of children and youth in the city); and
- East Flat – 1155 (11% of the population of children and youth in the city).

Forty seven percent of the City's population of children and youth live in the West Flat, East Hill (both with social index ratings of 7) and East Hill (changed demographics and high crime rate since the Social Index was completed) – neighbourhoods that pose high levels of challenge in terms of the Social Index and Crime Statistics. A community must address these issues; they are not matters that individuals can change by themselves, especially when it involves almost fifty percent of the youth population.

Measures of Readiness to Learn upon school entry reveal that about one quarter of the Kindergarten population lack readiness to learn. However, the percentage of children who lack readiness to learn varies considerably from school neighbourhood to school neighbourhood creating a steep socio-economic gradient. Figure 3 presents this data. The patterns wherein "risk increases in a stepwise fashion as one descends the socioeconomic ladder" are known as gradients and once established they "track across the life course" (Hertzman, 2002). This means that those who enter school in a vulnerable state "will tend to be less, healthy, experience lower levels of well-being, and be more likely to end up in socially marginal positions as life unfolds" (Hertzman, 2002). Steep gradients give "important clues as to whether a society is supporting or undermining the development of its population….steep gradients are associated with overall poor outcomes in comparisons among countries or regions (Keating and Hertzman, 1999). Furthermore, steep gradients create development. In 1902 Riis noted the natural outcome of such conditions:

> So trained for responsibility of citizenship, robbed of home and of childhood, with every proper knocked from under him, all the elements that make for strength and character trodden out in the making of the boy, all the high ambition of youth caricatured by the slum and become base passions, - so equipped he comes into the business of life. As a 'kid' he hunted with the pack in the street. As a young man he trained with the gang, because it furnished the means of gratifying his inordinate vanity; that is, the slum's counterfeit of self-esteem (pp. 236 -237).

Notwithstanding the steep gradient the scores represent, Prince Albert's performance improved markedly from 2000 to 2004, resulting in a performance that its demographics would not predict. In 2004 children's readiness to learn, on average, was at or above the national average in

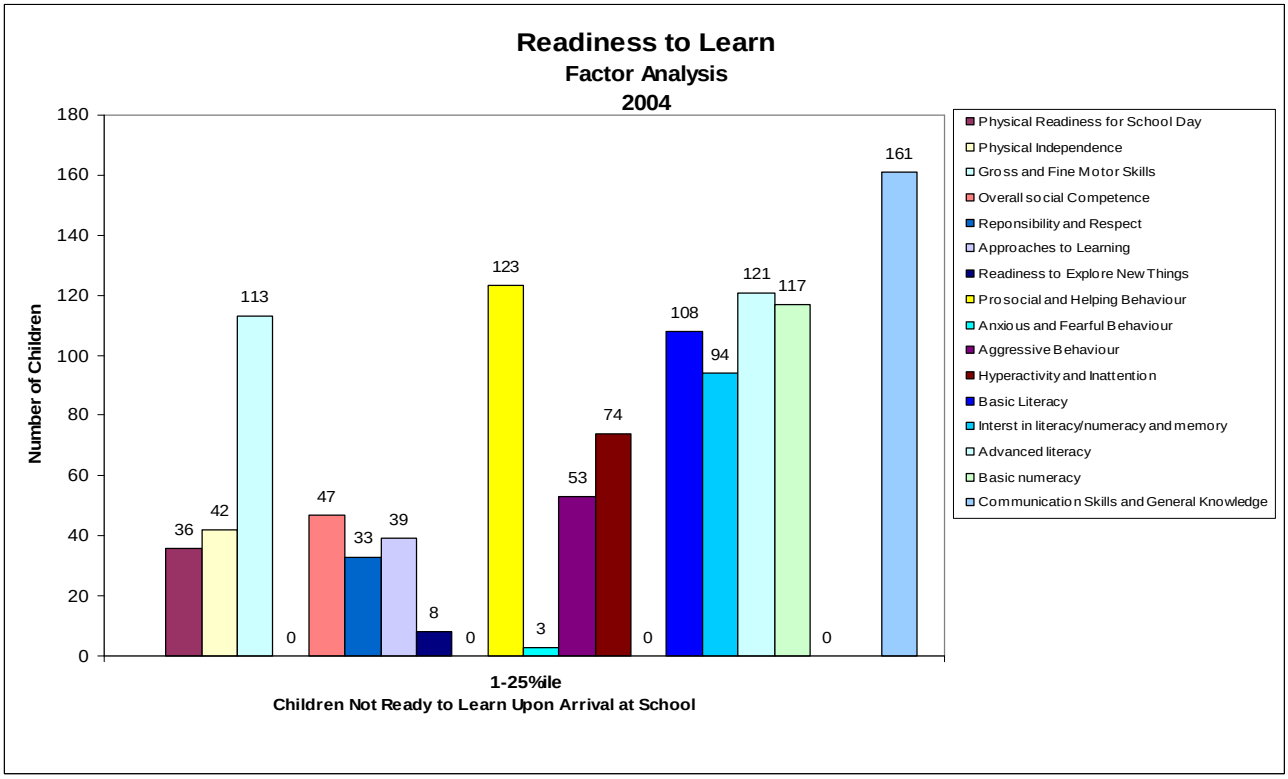


Figure 31. Readiness to Learn Profile for Prince Albert 2004. Understanding the Early Years, 2006.

all five domains measured (see Figure 31 for the overall profile of scores).

Children who are experiencing an episode of poor developmental outcomes are classified as vulnerable. Typically, these children "display poor cognitive and behavioural outcomes during the early years" (Willms, 2002). They are vulnerable in the sense that "unless there is serious effort to intervene on their behalf, they are prone to experiencing problems throughout their childhood and are more likely to experience unemployment and poor physical and mental health as young adults" (Willms, 2002). The prevalence of vulnerable children in Canadian neighbourhoods is 28.3% (Willms, 2002). However, only a small fraction of this vulnerability is due to socio-economic factors such as education, income and occupation of the parents; vulnerability has more to do with positive parenting practices, maternal mental health, parental ability to engage children in learning activities, living in a safe neighbourhood, residential stability and utilization of the resources available in the community (KSI Research International, Inc., 2002). The Understanding the Early Years research initiative found that these factors had significant impacts on at least one of the following aspects of children's development: cognitive capability, behavioural outcomes, or physical health and well-being (KSI International, Inc., 2002). These findings strongly suggest that communities need to work toward building their capacity to support healthy children development

across all of their neighbourhoods because none are immune. The focus ought to be less on "ameliorating risk factors" and more on "creating environments that support children's development" (Willms, 2002). The profile for the lowest 25% of the population of Kindergarten students in the Prince Albert region is presented in Figure 31. If we were to describe our children's readiness to learn we would say that:

- A significant number of them have poor gross and fine motor skills (18% or almost one in five children),
- Some have poor overall social competence (7% or one in fourteen children),
- Many children have poor prosocial and helping behaviour (19% or almost one in five children),
- A large number of children find significant challenge with both literacy and numeracy (between 15% and 19% of the children or between one in five and one in seven children depending on the domain),
- A very large number of children have challenges in communication and general knowledge of the world (25% or one in four children).

While our community can be proud of the success of our environments to support almost three-quarters of our children, we must also acknowledge that a bit more than one-quarter of our children enter school lacking readiness to learn in at least one domain (169 children) and almost 15% (92 children) are vulnerable in more than one domain. It is important to note that the number of children entering school lacking readiness to learn puts our community at great risk. If there are similar numbers in each grade, there would be over 2,000 children requiring special assistance to function well at any one point in time. However, usually the difficulties escalate and become more complex as children grow and develop. These children are developmentally vulnerable to a host of poor outcomes including:

- Difficulty in school in either learning or behaviour or both;
- Lack of full engagement with their education which means they can take less from what is offered and they give less of themselves to enrich the school environment;
- Early disengagement from school often resulting in them viewing themselves as failures and misfits;
- Teen pregnancy;
- Addictions and substance abuse;
- Involvement in the criminal justice system;
- Poor job skills;
- Low income;
- Sporadic employment that is unsatisfying personally;
- Increased absence from the work place;
- Poor mental and physical health; and
- Premature death (as discussed in Hertzman, Keating; and Hertzman and Raphael's work on socioeconomic gradients).

Taken together these demographics suggest that our community needs to think carefully and begin to track its population over time to assess the factors creating poor outcomes and evaluate the effectiveness of interventions to change them. This tracking will need to consider the four spheres of influence – the home, the school, the peer group and the community - their individual and collective effects on the individual and on a range of negative outcomes.

The most appropriate tracking system overall will be to track the social determinants of health (see Figure 32), of which housing is a critical variable. Certainly, our goal to implement the Homelessness Individuals and Families Information System (HIFIS) and establish an overall housing

information system will enable accurate tracking in this area. It is only when we affect all the social determinants of health that we will change the outcomes of our population in a significant way.

Upcoming Demographic and Socio-Economic Trends

Recent negotiations with Domtar and the Municipal and Provincial governments may result in the opening of the Mill in some capacity. As well, the diamond and gold mines that are in the exploration phase at the moment are expected to flourish over the next number of years. Together, these will result in an influx of workers to the city. We are trying to prepare to deal with "the shadow population" of young men between 18 and 35 that Fort McMurray and Grand Prairie, Alberta have reported. The influx of industry has brought with it a wave of substance abuse and social issues that neither community was prepared to meet. With the flourishing drug trade here, these new industries are expected to bring with them an increase in crime in this area. Undoubtedly, there will be a need for housing in large supply and this will likely drive prices further up and exacerbate an already low rental rate. Of course, it will have the largest impact on the most vulnerable citizens.

Determinants of
Health, Well-being and Competence
Social Determinants of Health
World Health Organization
• Social [class health] gradient
• Stress
• Early Life
• Social Exclusion
• Work
• Unemployment
• Social Support,
• Addiction
• Food
• Transport
York University
• Income and its distribution
• Early Life
• Education
• Employment & Working Conditions
• Food Security,
• Health Care Services
• Housing
• Social Safety Net
• Social Exclusion
• Unemployment & employment security
"If we continue to ignore these broader policy issues, promoting healthy lifestyles and increasing spending on medical care are unlikely to succeed in maintaining and improving the health of Canadians." Dennis Raphael, 2003

Figure 32. Social Determinants of Health, Well-being and Competence. Understanding the Early Years, 2006.

One of the strategic directions for the City of Prince Albert was to establish the Prince Albert Parkland Health Region as a regional health hub. If this occurs, it will bring with it a large number of professionals which could add to the need for housing at the higher end of the housing continuum.

Residential school settlements (settlement signed in 2005) for a large number of residents in this region have occurred. As of September 1, 2007, Service Canada has started processing applications for The Common Experience Payment. It is expected payments will start as early as mid October 2007. The average payout is estimated at $28,000. For the Northern half of the province (Prince Albert and North as well as east and west of Prince Albert to the Manitoba and Alberta borders), it is estimated that 4,000 – 5,000 people are eligible for this payment. As a result, a cash flow of $1.4 million is expected in our community and surrounding areas. The Police Service, under the direction of a First Nations officer has conducted a number of information sessions to help the community prepare in a proactive way.

Policy and Structural Trends

A number of recent policy changes have been discussed above and will only be listed in point form below:

- Bylaw Enforcement Unit with the Prince Albert Police Service with four dedicated officers and a manager;
- Re-introduction of the City's Housing Committee;
- Recommendation that the City's Housing Committee and Homelessness Partnering Initiative Committee be combined and expanded;
- The Social Development Manager Position was introduced at the City in June of 2007 with responsibility for orchestrating responses for all social issues;
- A number of Bylaw Changes that have increased vigilance for care of property, enforcement of minimum standards, and policing inappropriate public behaviours; and
- Prince Albert Regional Economic Development Association's strategic plan introduced a blueprint for development in this area.

Trends In Homelessness And Those At-Risk Of Homelessness

Notwithstanding that Canada ranks very high on the United Nation's *Human Development Index* (ranking of 6 in 2006), there are many homeless people in Canada. And, it is everywhere, not just in big cites. Human Resources and Skills Development Canada (2004, p. 20) notes that there are currently 61 communities across the country where the challenge of homelessness is most severe: the communities range from Iqaluit (7,000) to Red Deer (72,600) to Toronto (2.4 million). Prince Albert is one of those communities funded by Service Canada in the SCPI process and now in the Homelessness Partnering Initiative (HPI).

Who are the homeless?

> There are people who are visibly homeless who are on the streets, but there are many more who are considered to be the 'invisible homes.' These are people who are living in shelters; have a place to stay temporarily by the grace of family and friends; or those who are in unsafe living environments (e.g. victims of family abuse) who could end-up on the streets should they have to leave their current situation….Findings from research and local 'street and shelter count' suggest that, at a minimum, approximately .5% of the population in any given Canadian community will be homeless. This means that there are currently about 150,000 homeless people in Canada. This estimate does not include those living in over-crowded/sub-standard conditions" Human Resources and Skills Development Canada, 2004, p. 20).

The continuum of housing and homelessness (see Appendix I, pg. 3 for a discussion and depiction) provides a way of conceptualizing housing in a relative rather than a discrete fashion. Furthermore, it enables a community to think about the factors that move citizens in positive and negative directions on the continuum. In the process, a community comes to think about a continuum of independence and how it can support its residents to function at the highest level possible. It also causes a community to look at systemic causes of homelessness, and moves them away from blaming the victims. Although no one sets out to blame homeless individuals, our very reasoning process can lead us astray, "If I were in that situation, I would….." And, that's precisely the problem, most have never been in that situation, nor will they ever be in that situation. When individuals experience what is referred to as 'deep poverty' – sustained poverty over a long

period of time they are changed by it. When the individuals affected are children, it can change their entire life trajectory.

The continuum enables a community to discern the influences that can move individuals and families toward stability and reduce mobility; it can also enable them to identify the forces that destabilize individuals, their families and whole neighbourhoods, erode housing security, intensify uncertainty, thereby creating a negative chain of events that compromises individual competence and coping capacity, social cohesion, civic participation and the development of safe, affordable places to live that can nurture the human spirit and provide a refuge of safety and security for individuals and families.

There are a number of different populations that must be considered along the continuum. Definitions have been developed by Human Resources and Skills Development Canada in their 2007 *Homelessness Partnering Strategy Reference Guide.* These definitions will be utilized to guide our discussion and they will appear in color and bold print for easy reference.

Population At-Risk of Homelessness – A specific population to be considered by communities when identifying their priorities. The term refers to individuals of families who are at imminent risk of eviction from their current housing, who pay too high a proportion of the income for housing or who live in unacceptable housing or housing circumstances

Increased street presence of the Prince Albert Youth Outreach, as a result of the purchase of a second van, has helped identify homeless and individuals at-risk. Expansion of drop-in centres for mental health clients, youth, and at Riverside Community School has helped with identification of at-risk individuals. The Prince Albert Grand Council's Hidden Homeless Study has identified needs of this population (See Appendix I, page 4 of the *Workbook*) and their continued work through Urban Services has helped the community respond to the homeless population more effectively. The work of the Ambassadors with the Downtown Improvement District has created an ongoing opportunity for communication with individuals experiencing homelessness in the downtown area. Ongoing positive dialogue with citizens at the Bernice Sayese Centre in the West Flat neighbourhood has also helped to identify issues and bring them to public attention. This is extremely hard to estimate, but conservative estimates suggest about 700 individuals.

Prevention strategies include work by government and non-government agencies, First Nations and Métis community organizations to support individuals and their families. These groups are beginning to work much more closely together to create a Social Safety Net in Prince Albert. The new position of Social Development Manager at the City of Prince Albert enables groups to come together and devise new ways of working together. The re-instatement of the City's Housing Committee and the development of the Bylaw Enforcement Unit enable the City to set direction for housing standards for the community. The City is beginning to carefully examine the

environments that create positive outcomes and those that lead to less than positive outcomes. Not only does the *City of Prince Albert's Strategic Plan* target safety and social issues, but also the new Strategic Plan in the Community Services Department at the City, places increased emphasis on helping 'community clubs' become community associations – the sites of caring in the community and the hub from which a range of supports and services can be accessed. The recent development of a Primary Health Care Centre at the Bernice Sayese Centre and the plans for a mobile food operation are starting to address some of the core issues in our most vulnerable neighbourhood. Recent conversations with a number of provincial ministers have highlighted the needs of Prince Albert high-risk population and those that are vulnerable to poor outcomes. Early Learning and Parenting Centres are presently being developed in the community; they will become hubs of support for families with young children.

Hidden Homeless Population - Individuals or families living in locations not intended for human habitation (e.g. abandoned buildings) and/or continuously moving among temporary housing arrangements provided by strangers, friends or family.

Prince Albert has been aware for some time that this portion of our population is growing. The insights from the Prince Albert Grand Council's Hidden Homeless Study highlighted their needs and demonstrated that they were alienated and disconnected from a number of key socializing influences. As a result, they did not seek out services to help them deal with their complex issues.

In Prince Albert, our experience has been that these 'couch surfers' threaten the food security and the housing stability of families where they camp. This can have a cascading effect in the neighbourhood. Sometimes specific events trigger the need for this response. For example, this fall a crisis occurred when about one hundred Aboriginal students enrolled in a local educational institution did not receive their funds on time. Often fires and floods create urgent needs in Prince Albert. These should, however, be temporary situations rather than permanent ways of living.

One of the challenges in implementing HIFIS will be to try and estimate the number of people in this category. Feedback from the Prince Albert Youth Outreach Centre and the Downtown Ambassadors indicates that it is large, perhaps 600 individuals.

Living On The Street - Individuals or families who, because of a lack of secured housing, live on the street.

Escalating housing shortages and the rising costs of housing, including rental accommodations, make it very difficult for an increasingly large number of individuals to have affordable housing. If the waiting and turn-away lists at our women's shelters are any indication, the needs are growing. Mobile Crisis often finds shelter for these individuals and families. A conservative estimate of this group is about 70 individuals.

- Chronically Living On The Street Population - Sub-population within the living-on-

the-street homeless population to be profiled by communities when identifying their priorities. This term also refers to those individuals or families who, because of a lack of secured housing, live on the street for a predominant period of time over the course of a year(s). These individuals or families might access some services from time to time, but will use available sheltering facilities only in exceptional circumstances (e.g. a very cold night). Many individuals chronically living on the street have challenges forming long-term connections to services because of personal life issues, or unsuccessful histories in the 'system' and will therefore require complex response systems to succeed.

Opening eight male youth beds at the YWCA and temporary re-opening of the Men's Shelter have reduced numbers chronically living on the streets by enabling them to move into shelters and more stable forms of housing. While some organizations, like Prince Albert Métis Women have become more active in referrals to other agencies, others have been using a referral system for a number of years. However, we lack a comprehensive directory of services and contacts and this makes referral more difficult. Our plans are to link supports and services through the establishment of an online directory that will enable referrals and increase access.

Individuals chronically living on the street have been made aware of drop-in facilities created in Phase II of SCPI by the Canadian Mental Health Association in Prince Albert, (via media, the Prince Albert Youth Outreach, Prince Albert Métis Women's Association) and the Bernice Sayese Centre's increased services. Use of these services has not been tracked indicating a huge need to monitor use of supports and services and individual needs. Although the numbers vary considerably by season, it is estimated that upwards of 40 individuals experience these conditions.

The Emergency Shelters- Housing facilities providing temporary and short-term accommodation (from a few days up to six months) to individuals and families who are experiencing homelessness; it may include supports such as food, clothing, and counseling. Typically these facilities provide single or shared bedroom or dorm-type sleeping arrangements that can include seasonal beds/mats. This may also include motels and other types of temporary sheltering facilities when capacity is reached in emergency shelters.

§Short-Term or Crisis Sheltered Population A sub-population referring to individuals or families who stay temporarily in emergency and/or transitional housing and do not return once they secure stable housing (o- or two-time users).

A number of agencies have been directed involved in providing services: YWCA, Safe Shelter for Women, Children's Haven, and the Prince Albert Men's Shelter. Others have been intimately involved in creating links between individuals and families and services: Family Futures, Prince Albert Métis Women, Urban Services of Prince Albert Grand Council, Kids First, and the Community Schools in Prince Albert. It is not uncommon to find mothers of newborns not at the addresses they gave to hospital personnel upon discharge. The Maternal Home Visiting Program visits within the first two days so this is becoming a serious concern in our area. Family Futures has received a grant from Heritage Canada to put in place a Community Worker in the Obstetrics Unit of Victoria Union Hospital who will help these young moms find suitable accommodations and services. There remains, however, a huge need for supportive services for single parent families

and youth. A proposal is underway, with support of Saskatchewan Housing Corporation funding, to renovate a large apartment complex and situate the Family Futures Program in the building along with a range of other support services. Estimates of the population the short-term or crisis-sheltered population exceed 100 individuals.

- The Episodically Sheltered Sub-Group A subpopulation referring to individuals or families who access shelters multiple times through the year, seeking assistance, but who are not necessarily able or ready to form the long-term connections necessary to move to housing stability (this inability may be due to a number of reasons, including longer duration accessibility of the sheltering facilities, lifestyle choices, etc.

The episodically sheltered population is thought to be quite small (about 30) in Prince Albert but it is perceived to have increased with rising rents and housing costs in general. Because there have not been accurate uniform records kept, and no common interview upon admission to the spectrum of housing, it is hard to estimate the numbers of people in this category or the level of their need. HIFIS will help us to differentiate population subgroups and respond to their needs more effectively.

With the higher level of coordination between and among the various housing agencies and shelters within the City we will become more aware of the nature and needs of each of the populations along the housing and homelessness continuum and will be able to more effectively monitor the efficiency and efficacy of our response systems.

Economics will push some folks into short term, crisis shelter while others may find themselves moving from crisis to crisis and establishing 'flight' as their way of dealing with issues. Our dream is to have several complexes where these children, youth and their families can be stabilized for the long term and eventually achieve affordable housing and the capacity to live independently. The solutions are not short-term projects and they involve much more than bricks and mortar. They involve a whole community working together to seek long term solutions to the risk that is created by not attending to all the Social Determinants of Health. It will also require monitoring of outcomes so that we can discern where the return on investment is achieved. To accomplish this we will need uniform statistical measurement all along the housing continuum so that we can respond before the situations reach crisis levels.

Supportive Housed Population - Housing for individuals and families that include supports and services integrated into the housing, and no length-of-stay duration. Services depend on clients' needs and are provided to help residents maintain independence and stability to promote social inclusion.

For many citizens this may be just a stop along the way to independence but for some citizens this will be the highest point they achieve. With the appropriate supports, they will function optimally. Often individuals with Fetal Alcohol Spectrum Disorder (FASD) and mental health issues fall into the latter category. However, many of our conceptions of supportive housing see it only as a temporary stopping point and that is problematic. For the FASD group, it is imperative that we

develop new strategies. Social Services reports that an increasingly large number of FASD parents do not have the cognitive capacity to effectively parent their children; this will require a long term solution and likely some form of shared parenting. This will place a very large burden on this component of the continuum. This portion of the continuum needs to grow markedly. There are a number of new social workers who will be assigned to Prince Albert to deal with the large numbers of 'children in care' but there are a range of other needs in this area.

Estimates of this population are also difficult but a conservative figure would be around 80 individuals.

Transitional Housing – Housing facilities that provide services beyond basic needs and that, while not permanent, generally allow for a longer length of stay than emergency housing facilities (up to three years). These facilities offer more privacy to residents than emergency housing, and place greater emphasis on participation. They are targeted to those in need of structure, support, and/or skill-building to move from homelessness to housing stability, and ultimately to prevent a return to homelessness

A number of new resources in this area will help us but it will be imperative that the community resources to support these populations are in place when they leave these programs or they will re-enter the system at the street level.

Affordable Housing - Social housing or other housing which has been built under a government affordable housing program. Social housing includes public housing, non-profit housing, coop housing and rent supplement units in the private rental sector.

- Core Housing Need – A household is said to be in core housing need if its housing falls below at least one of the adequacy, suitability or affordability standards, and would have to spend 30% or more of its total before-tax income to pay the median rent of alternative local housing that is acceptable.
- Housing Cooperative - Membership-owned affordable housing, with specific admittance requirements and regulations legislated at the federal or provincial level.
- Rent Supplement – Subsidy that enables a low income renter to live in acceptable housing owned by private landlords, non-profit or cooperative housing groups.

Since one in four of the City's population lives below the low-income cut-off, affordable housing for this population represents one of the largest needs in our City. When housing and rental prices increase, more people find themselves in precarious situations and communities must address their needs or whole neighbourhoods could de-stabilize.

While we must exert effort in all areas along the continuum, our efforts will be frustrated unless we have enough supportive and affordable housing for individuals and families so that, when they are ready, they can move from homelessness to more stable housing.

Community Assets Analysis

In order to respond to the needs in the community, it is necessary to take stock of the assets the community presently possesses. Initially, new housing starts will be presented, as well as rental availability and then the kinds and number of housing facilities across the continuum of housing and homelessness that are available within the community will be presented. This will give us a starting point for exploring the needs and issues in housing and homelessness in Prince Albert. It is only when we consider:

- The demographics of the community;

- The complex needs within the community;
- The resources available (physical, human and social capital);
- The availability of funding and the nature of collaborative relationships required to access funding;
- The priorities within the community;
- The objectives and targets for individual projects; and
- The willingness of the community to collaborate to achieve common goals;

In effect, this is adopting a Logic Model for work with housing and homelessness; this model can be used by individuals, agencies, constellations of agencies and a whole community. It is a way of formulating our way of thinking and in working order to align means and ends.

Housing Starts

Although many feel that the record of housing starts (see Figure 33) does not accurately reflect the numbers of affordable homes added to the market, it does give us the indication of what is happening in the market place for housing in general. Of particular note is the reduction in new housing starts in June and July of 2007, when the real estate prices peaked.

Figure 34 presents the housing and multiple family dwelling starts for 2004 – 2007. Inspection

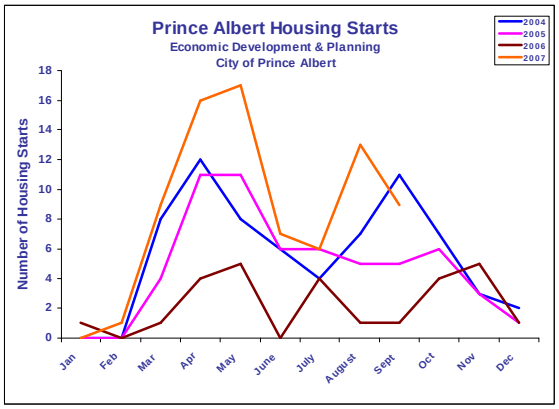


Figure 33. Prince Albert Housing Starts From 2004 – 2007. Economic Development and Planning Department, City of Prince Albert. 2007.

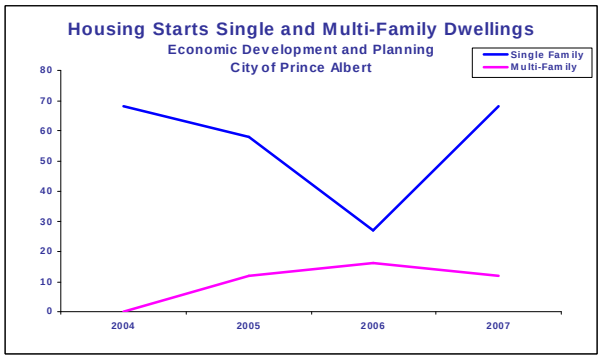


Figure 34. Prince Albert Housing Starts – Single and Multi-Family Dwellings From 2004 – 2007. Economic Development and Planning Department, City of Prince Albert. 2007.

of this data reveals the dip in single family dwelling starts was not reflected in multiple family dwellings. One could still argue that the multiple family dwellings largely involved conversion of apartments to condominiums, or construction of new condominiums and did not reflect a true increase in affordable housing. A further differentiation of terms is required here. René Blom, from Prince Albert Housing Authority, suggests that affordable housing provides a shallower subsidy and social housing provides a deeper level of subsidy. Further inspection of the data presented in Figure 34 reveals the following:

- In 2005, at least six, and perhaps as many as 10 units, of the 12 multiple family units could be classified as affordable; housing units;
- In 2006, the sixteen units were upper end condominiums; none were in the affordable category; and
- In 2007, at least 2 of the 12 multiple family units were affordable housing units.

These data suggest that the need outweighs the present supply.

Rental Accommodations

Results from Canada Mortgage and Housing Corporation's (CMHC) rental market survey in April

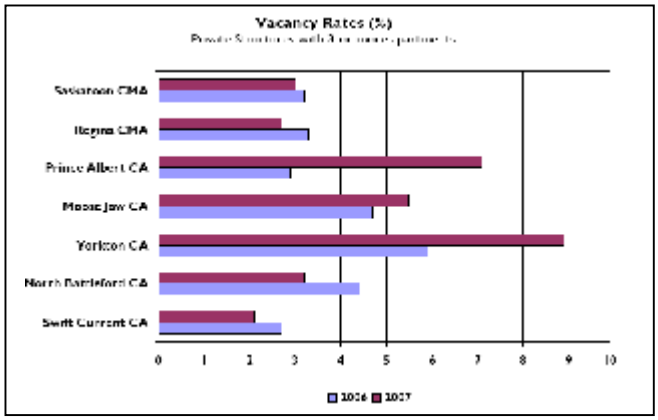


Figure 35. Vacancy Rates. Housing Market Report – 2006 and 2007 Comparisons. *Saskatchewan Highlights*, Spring 2007. CMHC.

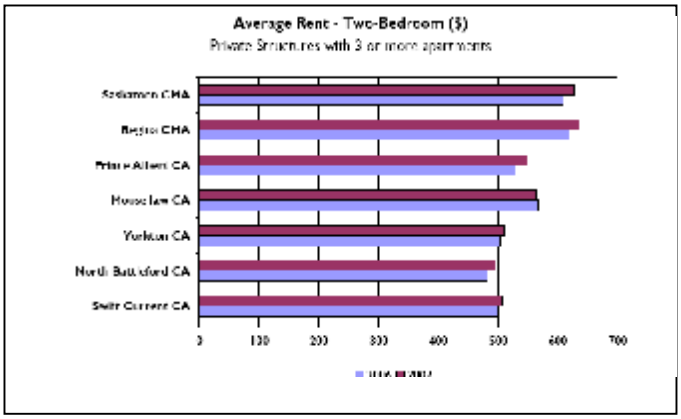


Figure 36. Average Rent. Housing Market Report – 2006 and 2007 Comparisons. *Saskatchewan Highlights*, Spring 2007. CMHC.

2007 of vacancy rates in privately initiated rental apartments in Saskatchewan Centres with a population of 10,000 or more, indicated an overall vacancy rate of 3.2%. Prince Albert's was 7.1% population of 10,000 or more stood at 3.2%. Prince Albert's was 7.1% (see Figure 35 and Table 5). Although the market analysis for October 2006 is reported, CMHC cautions against comparisons between the two since seasonal factors skew the results and thus changes in rents, vacancy rate, and availability rates can change significantly and may not be related to the rental market conditions (CMHC *Rental Market Report. Saskatchewan Highlights*, Spring 2007, p. 2). A unit is considered vacant, if at the time of the survey, it is physically unoccupied and available for immediate rental (CMHC, p. 6). Examination of the vacancy rates reveals that Prince Albert's rate is higher than the rest of the province. Of course, this does not reveal whether or not the vacant apartments are affordable to individuals and families requiring housing. Table 6 presents the number of private apartment vacant as compared to the universe available. When we examine the average rent in

1.1.1 Private Apartment Vacancy Rates (%) by Bedroom Type Saskatchewan

Centre	Bachelor		1 Bedroom		2 Bedroom		3 Bedroom +		Total	
	Oct-06	Apr-07	Oct-06	Apr-07	Oct-06	Apr-07	Oct-06	Apr-07	Oct-06	Apr-07
Regina CMA	4.6 b	3.2 d	3.8 b	2.6 a	2.8 a	2.8 a	2.8 c	0.6 b	3.3 b	2.7 a
Saskatoon CMA	5.1 b	5.8 d	2.0 a	2.7 a	3.8 a	2.8 a	3.6 a	4.2 d	3.2 a	3.0 a
Estevan CA	8.3 a	4.2 a	0.6 a	0.6 a	1.5 a	0.0 a	0.0 a	0.0 a	1.4 a	0.4 a
Lloydminster CA (1)	0.0 c	0.0 c	0.3 a	0.0 b	0.2 a	0.0 b	0.0 c	0.0 c	0.2 a	0.0 b
Moose Jaw CA	10.7 a	**	6.9 b	5.7 b	2.1 b	4.4 b	3.4 a	0.0 a	4.7 b	5.5 b
North Battleford CA	13.5 a	14.3 d	4.8 a	4.1 c	3.4 a	2.0 c	3.1 c	3.0 a	4.4 a	3.2 b
Prince Albert CA	5.2 a	11.8 a	2.5 a	7.2 a	2.3 a	4.6 a	6.1 a	17.8 a	2.9 a	7.1 a
Swift Current CA	10.2 a	5.8 a	4.1 b	3.0 a	1.4 a	1.4 a	0.0 a	0.0 a	2.7 a	2.1 a
Yorkton CA	11.9 d	13.4 a	4.3 c	8.9 a	6.6 a	8.5 a	2.9 a	5.7 a	5.9 a	8.9 a
Saskatchewan 10,000+	**5.6 a**	**5.8 b**	**3.0 a**	**3.0 a**	**3.1 a**	**2.9 a**	**3.3 a**	**5.0 b**	**3.2 a**	**3.2 a**

1 Includes both Alberta and Saskatchewan portions of the CA.

Table 5. Private Apartment Vacancy Rates. *Housing Market Report, Saskatchewan Highlights*, Spring 2007. CMHC.

1.1.3 Number of Private Apartment Units Vacant and Universe in April 2007 by Bedroom Type Saskatchewan

Centre	Bachelor		1 Bedroom		2 Bedroom		3 Bedroom +		Total	
	Vacant	Total	Vacant	Total	Vacant	Total	Vacant	Total	Vacant	Total
Regina CMA	24 d	742	128 a	4,917	157 a	5,526	2 b	257	311 a	11,442
Saskatoon CMA	39 d	667	148 a	5,556	213 a	7,542	30 d	718	430 a	14,483
Estevan CA	1 a	24	1 a	170	0 a	251	0 a	40	2 a	485
Lloydminster CA (1)	0 c	56	0 b	605	0 b	951	0 c	107	0 b	1,720
Moose Jaw CA	**	65	35 b	612	32 b	724	0 a	30	78 b	1,432
North Battleford CA	5 d	32	11 c	273	9 c	456	1 a	37	26 b	798
Prince Albert CA	11 a	94	50 a	698	53 a	1,169	41 a	232	156 a	2,192
Swift Current CA	3 a	52	9 a	305	6 a	444	0 a	67	18 a	868
Yorkton CA	11 a	82	28 a	314	32 a	378	4 a	70	75 a	844
Saskatchewan 10,000+	**105 b**	**1,814**	**410 a**	**13,452**	**502 a**	**17,440**	**78 b**	**1,558**	**1,096 a**	**34,264**

1 Includes both Alberta and Saskatchewan portions of the CA

Table 6. Number of Private Apartment Units Vacant. *Housing Market Report, Saskatchewan Highlights*, Spring 2007, CMHC.

1.1.2 Private Apartment Average Rents ($) by Bedroom Type Saskatchewan

Centre	Bachelor		1 Bedroom		2 Bedroom		3 Bedroom +		Total	
	Oct-06	Apr-07	Oct-06	Apr-07	Oct-06	Apr-07	Oct-06	Apr-07	Oct-06	Apr-07
Regina CMA	376 a	371 b	515 a	534 a	619 a	636 a	729 a	742 a	559 a	577 a
Saskatoon CMA	395 a	407 a	496 a	516 a	608 a	626 a	639 a	656 a	556 a	575 a
Estevan CA	352 a	359 a	512 a	520 a	584 a	606 a	696 a	720 a	557 a	573 a
Lloydminster CA (1)	467 a	515 a	581 a	608 a	710 a	755 a	781 a	823 a	662 a	704 a
Moose Jaw CA	349 b	306 a	441 a	452 a	566 a	563 a	483 a	488 a	499 a	502 a
North Battleford CA	308 a	322 a	382 a	402 a	483 a	495 a	546 a	567 a	442 a	459 a
Prince Albert CA	350 a	364 a	467 a	484 a	528 a	548 a	589 a	595 a	506 a	525 a
Swift Current CA	293 a	298 a	389 a	405 a	501 a	506 a	569 a	606 a	455 a	467 a
Yorkton CA	327 a	329 a	427 a	429 a	504 a	510 a	563 a	569 a	466 a	467 a
Saskatchewan 10,000+	**377 a**	**381 a**	**497 a**	**516 a**	**601 a**	**619 a**	**645 a**	**664 a**	**549 a**	**568 a**

1 Includes both Alberta and Saskatchewan portions of the CA.

Table 7. Private Apartment Average Rents. Housing Market Report, Saskatchewan Highlights, Spring 2007. CMHC.

Figure 36 and Table 7, we understand the vacancy rate in Prince Albert; for many families the rental rates are too high on their present incomes.

Supportive Housing

For a number of individuals and families within our City, supports are required for them to function optimally. For these supports to be optimally effective, they must be integrated into housing with no length-of-stay duration. These kinds of supports enable individuals and families to maintain their independence and function optimally, both of which promote social inclusion and the development of social capital within the community. Supports can involve mental health, and addiction services, or services for those experiencing changed health status or those who

are afflicted with Fetal Alcohol Spectrum Disorder. When the supports respond to the complex needs of individuals and families, and are integrated, they form a social safety net that promotes resilience and positive developmental outcomes.

Affordable Housing

Since one in four of the City's population live below the low-income cut-off this is the single largest need in our City and has been for quite some time. When housing and rental prices increase, even more people find themselves in precarious situations and communities must address them or they will de-stabilize and this will lead to a host of cascading negative outcomes.

Transitional Housing

Over the last number of years capacity has increased in acute services to support a range of complex needs, particularly in the addictions area. However, for long term healing to occur, individuals and families must be supported along the continuum of independence. Transitional housing is a critical part of this continuum. When individuals and families seek systemic change, it is often the support after the acute phase that will ultimately support their long term healing. There is a need in this area, although we do have some services presently available (see Table 8).

Homeless Populations

A number of services appear to be working well (Ambassador Program, Prince Albert Youth Outreach, Bernice Sayese Centres, Canadian Mental Health Association Drop-in Centres) but we need to have an increased number of people who can work with this population where they are. A range of options need to be available – options that are responsive to the specific needs of clients. While the immediate goal in this area is to house homeless individuals and families, the ultimate goal is safe, secure and affordable housing for all.

Shelters – The Men's Shelter closed in September 2007 for the fourth time which put a number of men in crisis. Both the YWCA and the Safe Shelter for Women are experiencing unprecedented waiting lists. We must be aware that as the housing markets escalates; the numbers requiring shelters will grow.

Conclusions

These comments point to urgent needs in Prince Albert. This community has great capacity to work together but they also require strategic investments from a range of sectors and levels of government. The Strategic Plan discussed in this document will point the direction for strategic investment. The following areas will be highlighted:

- Increase the supply of affordable housing;
- Increase the supply of social housing and the capacity to create more coop ownership;
- Increase the supply of supportive housing that assists individuals who have very complex needs; and
- Increase the supply of transitional housing that helps make difficult transitions in their lives. (The recent funding of the Salvation Army project to help girls and women who want to leave the sex trade is an excellent example because it will not only provide the housing but also the programs and services that will enable this systemic change. The Project Hope treatment centres will also add to the

continuum of services in this area. However, once individuals leave these centres it will be incumbent upon the community to create the services that will enable them to maintain their new lifestyles rather than falling back into their old lifestyles. This requires ongoing and timely supports – one visit every two weeks will not be sufficient).

The 2006 Statistics Canada Census data indicate that Prince Albert has a population of 34,138. If 24% of the population lives below the Low Income Cutoff (LICO), one could surmise that 8,193 individuals would be in need of affordable housing. Furthermore, if one calculated an average family size of 3 persons (as was reported in the 2001 Statistics Canada report for Prince Albert), 2,731 units would be required; if on the other hand the average family size increased to four persons per family in the 2006 census, it would result in 2,048 units needed. Examination of the assets presented in Table 8 and summarized in Figure 37 reveals that the supply of affordable housing falls far short of the need ranging from 219 to 536 units depending on the size of family utilized for the calculation. The need for emergency shelter and transitional and supportive housing is well documented in the anecdotal evidence in the community and the waiting lists of present facilities but there is a need for a comprehensive housing information system to track these needs statically.

The child development literature is increasingly demonstrating that our living environment get 'under our skins' and determine our life course by affecting our health, our behaviour and our ability to learn. One is six children grow up in poverty in Canada, well over 40,000 in the province of Saskatchewan. These environments rob children from within, when they are still in the process of becoming and alter their life course significantly. Because these states affect people's biology, they alter who they are and recent evidence suggests that this vulnerability can be passed on to the next generation. The literature is replete with evidence linking crowded and poor living conditions with incidences of family violence which further rob children of healthy environments to live and grow. When we fail to provide for our youth, we affect this generation and the opportunities of the next. When we fail to ensure that all our citizens have safe, secure, affordable housing and all their basic needs met, we seed our own destruction as a society. International literacy assessments become one harbinger of this message. With literacy levels below three on a five-point scale we will be unable to sustain our democratic way of life. The 2004

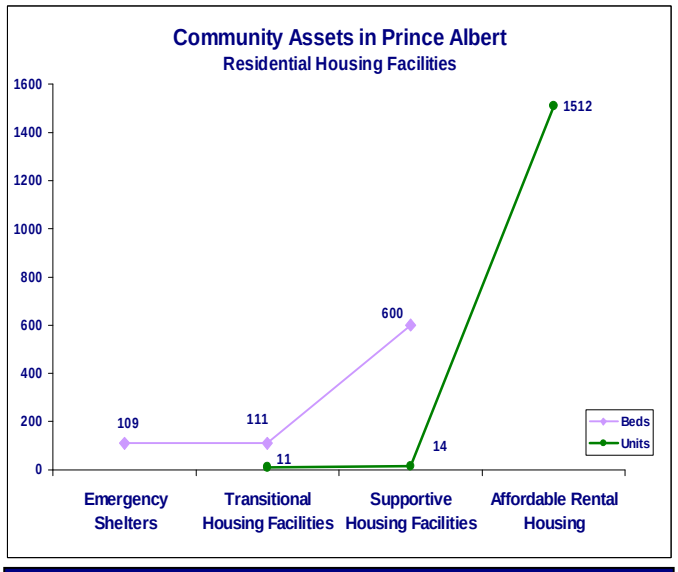


Figure 37. Community Assets in Prince Albert, Residential Housing Facilities, *Community Plan Assessment Phase II,* 2007.

Organization for Economic and Cooperative Development (OECD) report of international literacy results indicates that 43% of Canadians scored at levels one and two with only 23% scoring at levels four and five which are needed if advancement is to be made. Birth statistics indicate that the highest birth rate is in the lowest socio-economic levels. We need to communicate to all that the future is in our hands and it will be most assuredly measured by our capacity to take care of the most vulnerable among us and will require developing systems that ensure that all can thrive and not merely survive.

A	B	C	D	E	F
ASSET INVENTORY	Identification ("D": Directed; "A": Accessible)	Time period			Projects funded by NHI? (Yes/No)
		Pre-NHI (before 1999)	Phase I (1999-2003)	Phase II (2003-2007)	
HOUSING FACILITIES					
Emergency Shelters					
Children's Haven	A	17 beds	17 beds	17 beds	No
PA Shelter for Men	D	N/A	N/A	18 beds	Yes
Safe Shelter for Women	D	15 beds	15 beds	18 beds	Yes
YWCA Women's Residence	D	35 beds	35 beds	44 beds	Yes
YWCA Shelter for Male Youth	D	N/A	N/A	12 beds	Yes
Transitional Housing					
Community Training Residence	D	9 beds	12 beds	12 beds	No
MACSI Detoxification	A	6 beds	6 beds	6 beds	No
MACSI In-patient treatment	A	13 beds	13 beds	16 beds	No
MACSI Community Residential Facility	A	13 beds	13 beds	13 beds	No
PAGC Spiritual Healing Lodge	D	25 beds	25 beds	25 beds	No
PAGC Students Transitional Housing	D	14 beds	14 beds	8 beds	No
Pineview Voluntary Youth Treatment Centre	D	N/A	N/A	6 units	No
Prince Albert Métis Women	D	N/A	N/A	9 beds	Yes
River Bank Development Corporation	A	N/A	N/A	5 units	Yes
Riverbend Institution	D	10 beds	10 beds	10 beds	No
Second Stage Housing	D	N/A	12 beds	12 beds	Yes
Long-Term Supportive H ousing					
Abbeyfield Houses Society	A	N/A	14 units	14 units	No
Community Living Approved Private Homes	A	N/A	50 private homes	34 spaces in 29 homes	No
Herb Bassett Home	A	144 beds (2 respite)	144 beds (2 respite)	144 beds (2 respite)	No
PAPHR Mental Health Services Homes	A	29 private homes	29 private homes	31 homes,110 beds	No
Mont St. Joseph	A	120 (1 respite)	120 (1 respite)	120 (1 respite)	No
PA Group Home Society	A	29 beds + 2 respite	29 beds + 2 respite	32 beds	No
Personal Care Homes (Pineland)	A	22 homes (190 beds)	24 homes (190 beds)	N/A	No
Pineview Terrace	A	53 beds	46 beds+ 4 respite	36 beds	No
Ranch Ehrlo	A	N/A	N/A	10 beds	Yes
SHARE	A	8 beds (2 respite)	8 beds (2 respite)	7 beds (2 respite)	No
The Good Shepherd Villas	N/A	N/A	N/A	57 beds	No
Affordable Rental Housing					
Habitat for Humanity	D	1 house/year	1 house/year	1 house/year	No
Northern Spruce Housing Corp.	D	194 units	194 units	194 units	No
PA Community Housing Society (Métis)	D	266 units	264 units	275 units	No
PA Housing Authority	D	840 units	912 units	1004 units	No
River Bank Development Corporation	A	20 co-op units	54 co-op units	31 coop units, 39 rental units	No

SUPPORT FACILITIES AND SERVICES					
Support facilities					
Bernice Sayese (West Flat) Centre	A	N/A	N/A	drop-in	No
Herb Bassett Home Adult Daycare	A	drop-in	drop-in	drop-in	No
PA Indian-Métis Friendship Centre	A	drop-in	drop-in	drop-in	Yes
SHARE	D	drop-in	drop-in	drop-in	No
The Nest (Canadian Mental Health Assoc.)	D	drop-in	drop-in	drop-in	Yes
Youth Activity Centre (Margo Fournier)	D	N/A	N/A	drop-in	Yes
Core Services					
Second Harvest Circle Program (Kateri House)	D	300 families/month	300 families/month	300 families/month	No
Share-A-Meal	D		90 clients/day	1273 - March 2007	No
Prince Albert Food Bank	D	N/A	556 families/month	1067 individuals - March 2007	No
PA Shelter for Men	D	N/A	N/A	18 beds	Yes
Safe Shelter for Women	D	N/A	15 beds	18 beds	Yes
YWCA Women's Residence	D	35 beds	35 beds	44 beds	Yes
YWCA Shelter for Male Youth	D	N/A	N/A	8 beds	Yes
Youth Activity Centre (Margo Fournier)	D	meals for teens	meals for teens	meals/drop-in	Yes
Salvation Army	D	meals, hamper at Christmas	meals, hamper at Christmas	Christmas hamper: 700 families in 2006	Yes
Assistance Services					
Jubilation Centre	A	N/A	6 beds	counselling and referrals	No
Prince Albert Indian-Métis Friendship Centre	A	N/A	N/A	N/A	Yes
Spruce Lodge Boarding Home	N/A	32 beds	32 beds	32 beds	No
Mobile Crisis Unit	A	~8000 interventions/year	~9000 interventions/year	9000 -10,000 interventions/year	Yes
Learning Disabilities Association	A	N/A	N/A	N/A	No
Youth Activity Centre (Margo Fournier)	D	N/A	N/A	N/A	Yes
Sask. Voice of People with Disabilities	A	N/A	N/A	N/A	No
Catholic Family Services	D	N/A	N/A	N/A	Yes
Aboriginal Women's Council	A	N/A	N/A	N/A	No
Kids First	D	N/A	N/A	N/A	Yes
PA Community Against Family Violence	A	N/A	N/A	N/A	No
Iskwew/Women Helping Women	A	N/A	N/A	N/A	No
Eagle Program	A	N/A	N/A	N/A	No
Native Coordinating Council	A	N/A	N/A	N/A	No
Prince Albert Métis Women's Association	D	N/A	N/A	N/A	No
Prince Albert Women of the Earth	D	N/A	N/A	counselling/referral	No
Life Skills Services					
Youth Activity Centre (Margo Fournier)	D	N/A	N/A	N/A	Yes
Community Service Centre	A	N/A	N/A	N/A	No
PAGC Justice Program	A	N/A	N/A	N/A	No
Employment Development Services					
SHARE	D	N/A	N/A	N/A	No
Youth Activity Centre (Margo Fournier)	D	N/A	N/A	N/A	Yes
Can-Sask Career and Employment Services	A	N/A	N/A	N/A	No
Interprovincial Assoc. of Native Employment	A	N/A	N/A	N/A	No
Métis Employment and Training of Sask. Inc. (METSI)	A	N/A	N/A	N/A	No
Prince Albert Construction Careers Program	D	N/A	N/A	N/A	No
Won Ska Cultural School	D	N/A	N/A	N/A	No
PAGC Urban Services	A	N/A	N/A	N/A	No
Steps to Employment	A	N/A	N/A	N/A	No
Health and Treatment Services					
Supportive Independent Living Program	A	N/A	N/A	N/A	No
Métis Addictions Council of Sask. (MACSI)	A	N/A	N/A	N/A	No
Pineland Homecare	A	N/A	N/A	N/A	No
Sask. North Acquired Brain Injury Outreach	A	N/A	N/A	N/A	No
Family Futures Nutritional Services	D	N/A	N/A	N/A	Yes
Sask. Assoc. for Community Living	A	N/A	N/A	N/A	No
Early Childhood Intervention Programs	A	N/A	N/A	N/A	No
PA Council on Alcohol and Drug Abuse (PACADA)	A	N/A	N/A	N/A	No
Homelessness Prevention Services					
PAGC Sudents Transitional Housing	D	14 beds	14 beds	8 beds	No
Community Training Residence (SK Corrections and Public Safety)	D	9 beds	12 beds	12 beds	No

SKILLS / RESEARCH /COMMUNICATION NETWORKS					
Community Networking Coalition	**N/A**	**about 50 agencies**	**about 60 agencies**	**about 60 agencies**	**No**
Uniting to Heal	**A**	**N/A**	**N/A**	**research**	**Yes**
Riverside School (Communities in Action)	**D**	**N/A**	**N/A**	**research and network**	**Yes**

Table 8. Asset Inventory in Prince Albert. *Community Plan Assessment Phase II*, 2007.

Issues

Prince Albert has begun to understand housing and homelessness on a continuum. When the continuum is understood, community groups can begin to discern those issues, events, and variables that move individuals and families in positive and negative directions on this continuum. In order to engage in this type of thinking, a community requires common terminology and a way of visualizing the continuum. A Workbook (see Appendix A) for community use was developed in July 2007 and widely distributed prior to the Community Forum as well as at the Forum. It is becoming a working document for community groups as they respond to the housing needs in Prince Albert.

Based on the input of many individuals at community discernment sessions including those for:

- *The Prince Albert Community Action Plan on Homelessness and Housing,* 2004;
- *The Prince Albert and Area Summit, March* 2006;
- *The Prince Albert Community Plan Assessment, Phase II,* Spring 2007;
- *The City of Prince Albert's Strategic Plan,* Summer 2007;
- *Service Needs and Perspectives on Hidden Homeless First Nations People in Prince Albert,* Summer 2007;
- *The Prince Albert Community Forum on Housing and Homelessness,* September 2007;
- *Written questionnaires* from 9 service providers and 131 service users;
- *Community Working Group* who worked to address the long waiting and turn-away lists at the women's shelters and the closure of the men's shelter at the end of September 2007; and
- *Community Advisory Board for the Homelessness Partnership Initiative,* numerous meetings.

The community was able to provide input on the ongoing understanding of issues and service gaps. As well, they were able to recognize and build on these community efforts over time. The previous work has become a solid foundation on which the present work can emerge. The community is particularly proud of its work in engaging 131 service users and would like to thank the West Flat Citizens' Group at the Bernice Sayese Centre, the Prince Albert YWCA, the Ambassadors at the Prince Albert Downtown Improvement District, and the Prince Albert Youth Outreach Program.

The issues have been arbitrarily numbered for ease of identification only, and therefore, the numbers do not represent any type of order, priority, or ranking.

1 Insufficient Housing

§ Affordable and Subsidized Housing for Youth

Lack of housing supply causes an increasing number of people to find themselves in precarious housing situations not only increasing their vulnerability but also their capacity to be resilient. The needs of youth have been specifically identified as an area of high need. A number of

different groups of youth have been identified as particularly critical:

- Those who are in school but not living at home;
- Single parents with children;
- Those who are enrolled in post secondary education and training; and
- Those beginning employment.

The youth stage of life presents a number of critical transitions – from home to more independent living, from secondary to post secondary education and training, from being single to entering a committed relationship and beginning a family, and from going to school to engaging with the job market. These transitions represent significant changes for youth during a time of significant personal physical, social and emotional development. The National Longitudinal Survey of Children and Youth has revealed that children and youth are most vulnerable to poor outcomes during time of transition. If we want youth to successfully negotiate these significant transitions, a range of supports and services need to be in place or they will be increasingly prone to poor developmental outcomes.

Presently, 24% of the Prince Albert's population lives below the low-income cut-off and one-fifth of the 1,500 babies each year are born to teen mothers. The penal institutions in Prince Albert incarcerate approximately 1,000 people at any one point in time increasing the need for a range of housing supports for inmates' families and inmates as they are integrated back into the community. Furthermore, Prince Albert is the regional hub for health, education, social services and justice services for north eastern Saskatchewan. As well Prince Albert functions as both the gateway to the North and to the South and is the centre of operations for Prince Albert Grand Council, the Peter Ballantyne Cree Nation and a number of Métis locals.

2 Insufficient Housing

Transitional Housing

The community also identified transitional housing as an issue. When individuals and families are negotiating changes from one type of lifestyle to another, they require supports not only during the acute phase of this transition but along the entire continue to independence. Particular areas of need include transitional housing for:

- Those who formerly abused substances and had significant addiction issues;
- Those who have chosen to 'beat the street;'
- Those who have opted to disengage from gangs;
- Those who want to leave the sex trade;
- Those who want to leave abusive situations;
- Those who have decided to disengage from gangs;
- Those who want to re-engage with education and training either at the secondary or post secondary level; and
- Those who are being released from penal institutions and no longer want to be involved with the Criminal Justice System.

Transitional housing will enable these individuals and families to move toward independence by ensuring more intensive supports are available during the movement from acute settings to supportive housing. It is tempting to miss this phase in the transition to independence which often results in recursive cycles of recovery with

each recursive cycle presenting new, and sometimes increasing levels of risk for individuals and families.

3 Insufficient Supply of Supportive Housing

- Single parents, youth, parents, women, single without children
- At-risk populations

In order to maintain stability, individuals require not only safe, affordable housing, but they also need supports and services because their needs are frequently complex, and involve needs beyond housing. Individuals frequently have substance abuse, family violence, and mental health issues that exacerbate their ability to find and maintain safe, secure and affordable housing. Substance abuse is involved in over 80% of crime in the City of Prince Albert and poses the most serious threat to young children's development. FASD is pervasive, reaching fourth and fifth generations causing a serious crisis in parents' ability to care for and nurture their children. Social Services is exploring how they will support parents who do not have the cognitive capacity to parent their children; some kind of shared parenting role will be required across the children's lifespan. Domestic violence is also pervasive and disrupts family life and destabilizes neighbourhoods. Gangs are beginning to fill the void left by parents and adults and are causing further disruption and disintegration of neighbourhoods.

A range of supports and services will not only support the individuals but also enable the community to understand the root causes of vulnerable peoples' issues and enable them to respond in a manner that promotes independence.

4 Absence of Central Agency to Link All Resources

For individuals who are already disconnected and feel alienated from large portions of society, it is difficult to become aware of the supports and services let alone access them. Many of the individuals have low levels of literacy; poor interpersonal skills; mental health and addiction issues; lack access to telephones, computers, and inexpensive transportation; and do not know how to access information that will help them find safe, affordable and secure housing with the supports that is needed to grow toward independence. They do not have the time or ability to pursue a complicated path to accessing and using the supports they require. They require an easy-to-use one-stop source that will equip them to find housing and the needed supports which, in turn, will help them to move along the continuum of housing to independence.

5 Inadequate Bus Transportation

The vulnerable population does not usually own vehicles and, as a result, find it very difficult to explore housing options. Lack of transportation makes it difficult for them to get to their medical,

dental, and other support service appointments. Because bussing schedules and connections are not optimal, it can take them a great deal of time to get to an appointment and an equally long time to return. In Prince Albert, a large number of the vulnerable population live in the City's West Flat neighbourhood which is far removed from most supports and services and requires at least and hour and fifteen-minute bus ride. Because this type of transportation is affordable but very time consuming, it can often frustrate the individuals who resort to taxi services and spend much needed food, clothing and shelter budget on transportation. Although there have been some modifications to the bus schedules, they are still unworkable for a large number of vulnerable people.

6 Lack of Coordination Among Agencies

As new needs emerge, agencies respond to those needs in a variety of ways. Sometimes, existing services are expanded and at other times new agencies are created to respond to needs. As the number of agencies increase and their services become more varied, it becomes increasingly difficult for service providers, let alone individuals, to figure out what services are available. As these services develop, protocols for accessing and utilizing services are developed. As the number of protocols increases and the eligibility requirements become more refined, it becomes like a maze – negotiating your way through the system becomes increasingly difficult. The systems begin to get in the way of service to individuals and both efficiency and efficacy are reduced. As a result, there is an increased need to coordinate agencies and their work.

7 Need For Streamlined Funding For New Construction Initiatives

As new needs emerge, construction of new facilities becomes the focus of attention. If funding processes can be streamlined, the development of new facilities can proceed in a more timely fashion, thereby increasing service to individuals in a timely fashion. Sometimes, new construction is not required; remodeling existing building can be more time efficient and provide more rapid service to individuals.

8 No Community Strategic Plan for the Housing Continuum

As a community becomes aware of the housing continuum, there is an increased need to develop strategic, long-range plans that involve the whole community. If this does not happen, groups can be working at counter purposes and the service to individuals can actually be hampered. As this community plan is communicated and utilized, it can create increased community capacity as well as greater understanding of the continuum. It can also increase social capital and commitment of the whole community to increasing security, affordability and safety of housing for the whole community. The Action Plan can become a tie that binds and focuses efforts within the community and it can increase both efficacy and

efficiency in service to individuals. If a true community development process is utilized it will not only mobilize the whole community (both the social and economic sectors) but enable them to deal with the root causes of poor developmental outcomes including homelessness. This can be deeply satisfying to a community and can, in turn, encourage much more commitment and collective capacity building. Continued crisis management wears communities out and diminishes their capacity to respond in ways that lead to long term improvements.

9 Lack of Advertisement at the Street Level to Make Individuals Aware Of the Kinds of Housing That Is Available

In an Information Society, access to information is critical. By providing housing information that is easy to use, accessible, timely, and responsive to their needs, we will increase individual self-sufficiency and capacity to move along the continuum to independence. Understanding how to access this kind of information, who can help you develop these skills, and what power this information can have will result in increased capacity for individuals and will increase overall awareness in the community. The vulnerable population often does not have the information processing skills to enable them to access this information in a timely and efficient manner to meet their needs. As these individuals' skills grow, so will their hope for the future and their belief that they can turn their lives around and it will start with securing safe, affordable housing. As their access to information, training, and life skills grows they will become more self-sufficient.

10 Not In My Back Yard (NIMBY) Attitudes

NIMBY attitudes can create an 'us' and 'them' mentality that divides a community and diminishes personal reflection. It also increases willingness to lay blame rather than understand the nature of the issues. With homelessness, there is a marked tendency to blame the victim rather than understand the continuum of housing and homelessness and what moves people up and down the continuum. Once a community begins to understand the forces that move people along the continuum, attitudes and behaviours change. This NIMBY attitude is quite pervasive and can also be a misunderstood concept for service providers. Helping a community to understand the Social Determinants of Health, Well-being and Competence will enable them to make systemic changes and understand how a system can create inequities and exclusion by its very nature. Although this is a specific issue, it points to the needs to understand human development and what drives it in both positive and negative directions. It also opens the door to a more complete understanding of what causes neighbourhoods to dis-integrate and what communities can do to re-integrate them and help them to flourish. Strong children grow in strong

families, neighbourhoods and communities. We need to understand what makes us strong and enables us to be resilient. Then, we can create better communities where all have access to safe, affordable and secure housing.

11 Insufficient Mentorship Programs

How do we live and grow in the shelter of each other? Prince Albert has had several really successful mentorship programs that have changed the life paths of children and youth. There is a hunger in the community to understand what it is about them that makes such a difference and there is a passion to get involved in these kinds of activities. Those who have been involved report life altering experiences for both the mentee and the mentor. This is at the heart of building human capital. It is all about helping one another to make positive choices and supporting those choices. In turn, the individuals can 'pay it forward' and in this way, a community can be transformed. Although it may seem like a small recommendation, it points the way to healing and new beginnings in a community.

The at-risk population tends to be very cut-off and alienated from the population at large and this is a way of including and making the circle large enough to include everyone and help everyone grow toward independence.

When a community discerns its issues and needs, often these kinds of suggestion emerge and we must capitalize on them for they communicate who we are as community and what we should be about – living, loving, learning and discovering our human being in the shelter of each other.

12 Need To Involve The Municipal Government In Homelessness Planning And Record Keeping

If we are going to monitor and have up-to-date information on our housing continuum, particularly our homeless population, an accountable partner needs to emerge – one that has enough capacity to maintain the system in an ongoing and long term fashion. In order to make strategic decisions and be involved in action that transforms a community, an evidence base is essential and so is the capacity to use this evidence base to examine trends and underlying issues. Through the Understanding the Early Years initiative in Prince Albert, the community developed a passion for evidence-based decision-making and wants to have the evidence available in all areas. Our community goal is make Prince Albert the best place to live and we know that a very powerful starting point is to examine the continuum of housing and homelessness and do what we can to ensure that everyone has the supports necessary to have secure, safe, and affordable housing. It is an ongoing process that must involve the whole community.

Strategic Directions

Reporting Back to The Community
On the Outcomes
Of the community Form
2007-2009

Strategic Direction #1 (Continuum of Housing and Supports)

Issue: Insufficient housing: affordable housing for youth, subsidized and transitional housing

Priority: Increase affordable and subsidized housing supply

A number of events have triggered a reduction of between 260 and 280 affordable housing units in Prince Albert over the last couple of years. Our priority is to increase the affordable and subsidized housing supply for youth and single parents.

- **Objective #1** Increase affordable units for youth (not HPS funded)
- **Objective #2** Increased subsidized housing supply (not HPS funded)

Strategic Direction # 2 (Continuum of Housing and Supports)

Issue: Insufficient transitional housing

Priority: Increase transitional housing supply

As the need for additional emergency shelter spaces increases, it has become evident that there is a significant gap in the continuum of housing in our community. Many individuals rely on emergency shelters due to insufficient transitional housing available to them. More transitional housing units would enable these individuals to transition into a more stable housing situation and out of the cycle of homelessness.

- **Objective #1** Increase transitional housing units for single parents, youth, families and women

Strategic Direction #3 (Continuum of Housing and Supports)

Issue: Lack of Integrated Support Services for single parents, youth, parents, women without children

Priority: Enhance supports to include housing and facilitate high risk-population use of supports and services

While there is a growing need to increase the availability of affordable units, many citizens require integrated supports and services with their housing to function optimally. Our second priority is to integrate the housing supports into the existing Social Safety Net to create a seamless weave of supports and services that is accessible and usable by at-risk populations.

- **Objective #1** To enhance supports and services available to at-risk individuals to include housing
- **Objective #2** To connect at-risk client with supports and services
- **Objective #3** To mentor at-risk individuals as they access and use supports and services that enable them to deal with their complex issues

Strategic Direction #4 (Knowledge and Communication)

Issue: Insufficient Data Collection in relation to Housing Information, and Homelessness Planning and Record-keeping

Priority: Strategic Planning using a collaborative process that involves key stakeholders and development of an ongoing evidence base

Our third priority is to develop a Strategic Plan for the Housing and Homelessness Continuum utilizing an accurate, up-to-date evidence base that addresses local and regional issues and impacts.

- **Objective #1** To implement and use the HIFIS System
- **Objective #2** To begin development of a Housing Information System that tracks supply and demand across the continuum of housing and homelessness and makes information available to individuals and service providers
- **Objective #3** To develop a Strategic Plan that is the result of collaborative planning with key stakeholders and addresses core issues like NIMBY attitudes and stigmas

Strategic Direction #5 (Continuum of Housing and Supports)

Issue: Limited capacity to respond to Emergency Housing Needs

Priority: Increase Emergency Shelter Beds

The pending closure of the Men's Shelter and the huge turn-away rates of the Women's Shelters have outstripped the community's ability to respond. Our fifth priority is to increase capacity to respond to emergency housing issues.

- **Objective #1** Increase emergency shelter capacity for vulnerable citizens (women and their families, youth, and men)
- **Objective #2** Increase emergency shelter users access to supports and services

Strategic Direction #6 (Community Development)

Issue: Limited Infrastructure to set strategic direction and coordinate agencies

Priority: Develop an infrastructure that facilitates collaboration, strategic action, and integration of agency information

In the past year a number of issues have emerged that require a comprehensive, integrated, and coordinated response. Our fifth priority is to create the infrastructure that will enable the community to respond to crises, build understanding and capacity, and work toward improving both the quality and quantity of housing and supportive services that will enable all citizens to have safe, affordable, secure housing and function optimally along the continuum of independence.

- **Objective #1** Create a combined committee that facilitates collaboration among key stakeholders
- **Objective #2** Coordinate agencies

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Appendix A
Service Provider Questionnaire

Housing Survey
Service Providers

As the community of Prince Albert works to provide a continuum of supports and services to its citizens, it must be especially concerned about its most vulnerable citizens. Thank you for taking a few minutes to help us discern the core issues in Prince Albert and helping us establish priorities for our community.

1. **What are the major issues that affect your clients' ability to have safe, affordable, secure and consistent housing in Prince Albert? (Issues)**

2. **What would reduce your clients' mobility and help them to stabilize their housing? (Stability)**

3. **What changes or additions to programs and supports would most help your clients? (Supports)**

4. **How do your clients find out about supports that are available to them? (Knowledge Exchange)**

5. **How do the services available need to work together to more effectively and efficiently support your clients? (Community Development and Social Capacity Building)**

6. **What should the top priorities for those most vulnerable and at-risk for homelessness in Prince Albert? (Priorities)**

Appendix B
Individual Questionnaire

Housing Survey

Thank you for helping Prince Albert figure out how to support you in finding housing.

1. **Your Housing – Do you**
   - § **Rent ___**
   - § **Stay with friends ___**
   - § **Stay with family ___**
   - § **Change where you stay often ____**

2. **How often have you moved in the last year?**
   - § **One time ___**
   - § **2 – 5 times ___**
   - § **6 – 10 times ___**
   - § **11 – 15 times ___**
   - § **More than 15 times ___**
3. **Does anyone help you find a place to live?**
   - § **YWCA ___**
   - § **Indian Métis Friendship Centre___**
   - § **Outreach Program___**
   - § **Social Services___**
   - § **Schools___**
   - § **Church___**
   - § **Friends___**
   - § **Family___**
   - § **Other_____**
4. **What could we do in Prince Albert to help you find a place to live?**

5. **Do any of these services help you with other problems you have?**
   - § **Addictions Services___**
   - § **Sexual Health Centre___**
   - § **Schools___**
   - § **Social Services___**
   - § **Youth Outreach Centre___**
   - § **Indian Métis Friendship Centre___**
   - § **Police___**
   - § **Hospital___**
   - § **Other_____**
6. **How do you learn about what's out there for you?**

7. **What help do you need in finding a place to live?**

Appendix C
Prince Albert Daily Herald Advertisement of the Community Forum

GENERAL INQUIRIES: 953-4884 PUBLIC WORKS: 953-4900 COMMUNITY SERVICES: 953-4800 FIRE & E MERGENCY SERVICES: 953-4200 WEB: WWW.CITYPA.CA

THE CITY OF PRINCE ALBERT
COMMUNITY SERVICES
DEPARTMENT

Invites you to
A Public Forum
Have Your Voice Heard
Help us Understand
The Homelessness and Housing Issues in the City.
Monday, September 24 from 11:30 – 1:30
City Hall Foyer
Light Luncheon Provided
For More information Contact:
Linda Nosbush
Social Development Manager
Community Service Department
City of Prince Albert
953-4803

The above ad was placed in the 'Public Notice' Section of the Prince Albert City Page in *The Prince Albert Daily Herald* on September 22, 2007

Appendix D
Email Notification and Invitation with the Agenda

The Community Services Department at The City of Prince Albert
Invites you to

A Public Forum
Have Your Voice Heard
Help us Understand
The Homelessness and Housing issues in the City
Monday, September 24 from 11:30 – 1:30
City Hall Foyer
Light Luncheon Provided
For more information contact:
Linda Nosbush
Social Development Manager
Community Services Department
City of Prince Albert
953-4803

You will find attached a working document that has synthesized the issues presented in the 2004 *Prince Albert Community Action Plan on Homelessness and Housing; The Community Summit and Survey Report*, 2006; *The Community Plan Assessment Phase II,2007;* and *Service Needs and Perspectives of Hidden Homeless First Nations People in Prince Albert, 2007.* This will serve as a base for our work on September 24.

The Agenda

1. Welcome and Overview of the Community Process to date
2. The Continuum of Housing and Homelessness
3. Review of Issues and Surfacing other Issues that have emerged
4. Prioritizing the Issues to focus work in the next 18 months
5. Gathering perspectives from clients
6. Where do we go from here?

Appendix E
Power Point Presentation at the Community Forum

Power Point Presentation at Public Forum, September 24, 2007

Housing and Homelessness Priority Setting

September 24, 2007
City Hall Foyer

Linda L. Nosbush
Social Development Manager
The City of Prince Albert

The Agenda

- **Welcome**
  - Mayor Jim Scarrow
  - Co-chairs Peggy Rubin and Mike Mitchell
- **Overview of the Community Process**
- Thinking about the **Continuum of Housing and Homelessness**
- **Review of Issues and Surfacing Emerging Issues**
- **Prioritizing the Issues** to focus work in the next 18 months
- **Gathering Perspectives from Clients**
  - **Client Questionnaires** were distributed last week by Urban Services, Youth Outreach, Bernice Sayese Centre, YWCA, Business Improvement District, and the Safe Shelter for Women
  - **Service Providers** were also able to respond to a questionnaire at the FASD Conference last week
- The **Community Advisory Board** will take the information from this Forum and the questionnaires
- **Where do we go from here?**
  - Housing and Homelessness Awareness Week (October 8 – 14) – Celeste
  - The Priorities will be unveiled during this week
  - A Community Report will be available on the City of Prince Albert website www.citypa.com by November 1, 2007.

The Homelessness Partnering Strategy 2007

To prevent and reduce homelessness by helping to establish the structures and supports needed to move homeless individuals and at-risk individuals toward self-sufficiency and full participation in Canadian Society. The Five Pillars are:

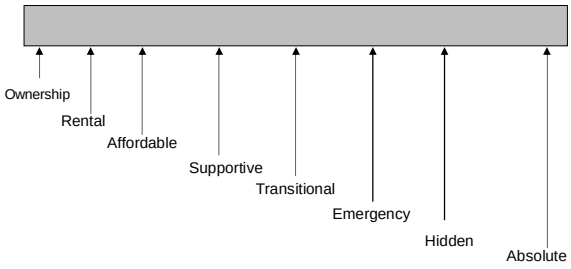
- **Preventing and reducing homelessness**
- **Engaging tangible and direct response to client needs and measurable outcomes for clients**
- **Engaging provincial/territorial/other government departments and community**
- **Supporting preventative and longer-term housing solutions**
- **Strengthening accountability and measurement**

Engaging our Partners
in Authentic Relationships

- Is an **ongoing process** that requires a community to operate in a transparent, cohesive and inclusive manner so that it hears all the voices. There are five levels each requiring a sustainable relationship:
  - **Networking** - Focused on information sharing, building understanding discussion of matters of mutual interest;
  - **Cooperation –** Shares information about needs and attempts to match services to meet needs in order to enhance coordination and reduce duplication;
  - **Coordination –** Shares resources to address common issues.
  - **Coalition** – Members share ideas and are willing to divert resources from existing systems to address matters of common concern, and usually involves a mutual commitment of at least 3 years;
  - **Collaboration –** Accomplished through a shared vision, and affects outcomes and builds interdependent systems to address issues and opportunities

Continuum of Housing and Homelessness

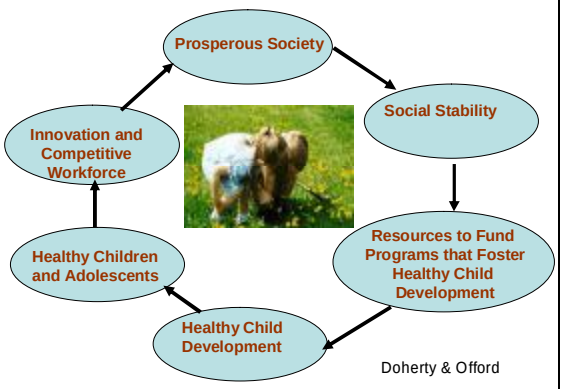
A variety of influences affect this continuum and move individuals and their families up and down: the economy, programs and supports, policies, unforeseen events, and choices.



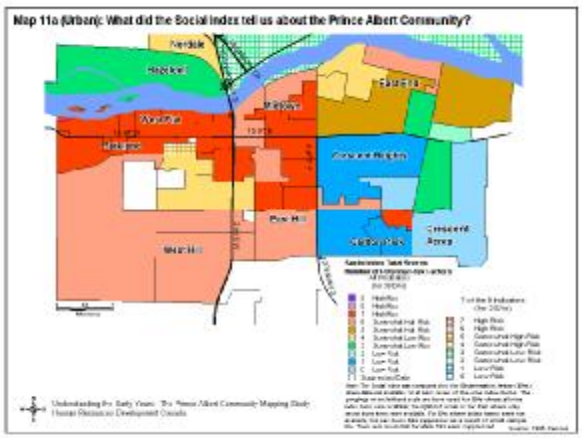
Priority Setting

- **Issues** – Key situations, challenges or concerns. They may represent fundamental policy questions or critical challenges that affect the community's mission, homeless and at-risk populations, stakeholders
- **Priorities** – What the community discerns will receive their funds, energy, effort, and attention
- **Objectives** – Statements of the results or outcomes the community hopes to achieve by 2009
- **Outcomes** – Benefits that a program intends to produce for individuals, groups or populations, during or after their participation in program activities
- **Implementation Strategies** – what a community will do to achieve their objectives in three areas
  - **Continuum of Housing and Supports** – A holistic approach to addressing the needs of the homeless and at-risk populations identified with a Community Plan. From prevention through to supportive housing, it includes all supports and services that would be needed to assist a homeless person or some at-risk of becoming homeless in achieving housing and income stability;
  - **Knowledge and Communication** – The community's efforts to build knowledge and understanding of homelessness and the issues contributing to homelessness. Examples include the creation of communication networks, data collection, local research and sharing of information;
  - **Community Development** – The community's ability to mobilize interest and commitment in furthering its objectives regarding the prevention of homelessness or the movement of individuals and families to greater housing stability. Examples include relationship development, community forums, and information sessions, the community planning process
- **Indicators** – Specific measures of the progress that has made toward meeting objectives
- **Outputs** – Products or services generation by program activities

The Virtuous Circle


Prosperous Society
Social Stability
Resources to Fund Programs that Foster Healthy Child Development
Healthy Child Development
Healthy Children and Adolescents
Innovation and Competitive Workforce

Doherty & Offord



Social Index

provides a general picture of neighbourhoods within the broader community and suggests the number of potential challenges they face

. Unemployment rate;

. Individual poverty rate;

. Proportion of individuals 15 years and over without a high school diploma;

. Proportion of families with children headed by a lone parent;

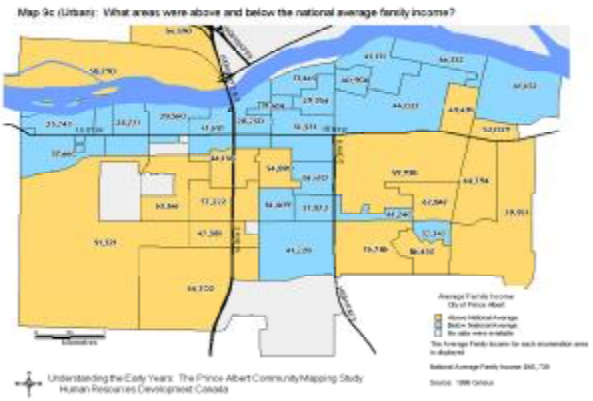
. Proportion of the population speaking neither official language;

. Proportion of the population that immigrated to Canada since 1991;

. Mobility in one year;

. Home ownership

. Proportion of the total income in the EA coming from government transfer


Map 9c (Urban): What areas were above and below the national average family income?
Understanding the Early Years: The Prince Albert Community Mapping Study
Human Resources Development Canada

Determinants of Health, Well-being and Competence

Social Determinants of Health

World Health Organization	York University
• Social [class health] gradient	• Income and its distribution
• Stress	• Early Life
• Early Life	• Education
• Social Exclusion	• Employment & Working Conditions
• Work	• Food Security,
• Unemployment	• Health Care Services
• Social Support,	• Housing
• Addiction	• Social Safety Net
• Food	• Social Exclusion
• Transport	• Unemployment & employment security

"If we continue to ignore these broader policy issues, promoting healthy lifestyles and increasing spending on medical care are unlikely to succeed in maintaining and improving the health of Canadians." **Dennis Raphael, 2003**

Supportive Housing Project

- Nanaimo Affordable Housing Society, 2002

Study of 17 tenants

- Before Moving into the Building
  - 63 medical admissions
    - Resulting in 703 hospital days
  - 31 psychiatric admissions
    - Resulting in 729 hospital days
- After Moving Into the Building
  - 10 medical admissions
    - Resulting in 54 hospital days
    - Reduced hospital stays by 92.6%
  - 10 psychiatric admissions
    - Resulting in 82 days
    - Reduced hospital stays by 88.8%

Stable housing has a profound effect on health and well-being and on associated health care costs.

Building A Framework for Understanding

We are responsible for
- Opening doors
- Ensuring that these doors stay open
- Helping children to walk through these doors
- Being a role model for children
- Helping children to develop a sense of a brighter future

Strong Start

- **Home Place or Heartland**
  - First source of social support
- **Bridgeline** (first line of protection to create optimal outcomes)
  - Housing
  - Income
  - Workplace
- **Sensitive Start**
  - Relationship – positive, enduring reciprocal
- **Safe Start**
  - Absence of neglect, abuse
  - Protection from drugs, alcohol, & tobacco
- **Healthy Start**
  - Nourishment
  - Food Security
  - Immunization
- **Smart Start**
  - Sensory Stimulation
  - Windows of Opportunity
- **Connected Start**
  - Community
  - Formal & Informal Supports

Building a Framework for Understanding Doorways

Swing easily for some; are heavy for others and for yet others they are stuck shut. Adults and systems need to turn the knob or push the door open for children.

Opening Doors to positive developmental outcomes
- * Possibilities for our Children and Youth and their Families
- * Human Capital for the Nation
- * Assets in the Global Economy

Children and Youth Require

- **Protection**
  - From harm, neglect, abuse and violence
  - By provision of safe limits
  - Guidance to negotiate transition from dependence to independence
  - Nutrition
  - Immunization
- **Relationships**
  - Attachment relationships
  - At least one caring relationship
- **Opportunity and Hope**
  - Opportunities to play, explore, love, learn,listen, share, be heard, work and to take and give back
  - Need to learn skills, explore their interests and test their abilities
- **Community**
  - Grow up in a family
  - Families need support networks
  - Societies need a strong sense of social cohesion to foster optimal conditions for development

Growing our Future

- Coming together as community to **discern how** we will ensure safe, secure, affordable housing for all our citizens is a first step;
- Conceptualizing **housing on a continuum** will enable us to build a framework for contextualizing our needs and our actions
- An **active database** will enable us to monitor our progress
- **Caring and involved citizens and services providers** will ensure that this is a recursive process

Appendix F
Inventory of Housing and Related Services

decision/policy makers and citizens with an up-to-date list of the housing and other related services that are locally available. It is hoped that this information will:

1. Assist service providers in making appropriate referrals;
2. Help citizens locate the services that they need;
3. Facilitate a better understanding of the Prince Albert community as a whole: the many strengths that it brings to the complex needs in housing and homelessness, the diverse resources that are available, and the resources and supports that are still needed;
4. Facilitate understanding of housing and homelessness along a continuum which, in turn, will lead the community to create a tapestry of supports and services that links service providers and provides a seamless weave of supports and services to clients;
5. Develop collegial supports and a strong sense of community to better serve citizens; and
6. Enable the community to respond in an integrated, cohesive and strategic manner to

Forum in September 2007. As indicated in the Strategic Directions in this plan (see pages 71 - 72, one of the goals is to develop an accurate up-to-date information system on housing and homelessness, one that would not only enable us to accurately identify the needs of homeless individuals and families but also those vulnerable to homelessness. Furthermore, it is necessary to understand the continuum of housing and homelessness in order to more appropriately respond to all citizens' needs for safe, secure, and affordable housing.

Agency	Mandate	Contact Information
Emergency Services Temporary accommodations, often to a maximum of six months, and typically on a walk-in basis		
Children's Haven	Emergency Shelter and services for children age 6 to 12 and respite care	3 Elwood Avenue S6V 7L2 922-4454 chcc@sasktel.net
Prince Albert Safe Shelter for Women	Emergency Shelter for women and children fleeing abuse situations	764-7233 paws@sasktel.net
YWCA Women's Residence	Emergency and transitional services for women with or without children (males only to age 16 with mother)	1895 Central Avenue S6V 4W8 763-8571 pa.ywca@sasktel.net
YWCA Shelter for Male Youth	Emergency shelter for male youth ages 16 to 21	1895 Central Avenue S6V 4W8 763-8571 pa.ywca@sasktel.net
YWCA Downtown Homeless Shelter	Emergency Shelter for men and women	94 15th Street East S6V 1E8 922-6161 ywca.dt@sasktel.net

Transitional Services Temporary housing, usually to a maximum of three years, that includes supportive services designed to assist residents in becoming self-sufficient		
Community Training Residence (CTR)	Transitional housing and services for low-security inmates released from the Provincial Correctional Institution	1827-1st Avenue West S6V 6G1 953-3150 dvickers@cps.gov.sk.ca
Métis Addiction Council of Saskatchewan Inc. (MACSI)	Detoxification, halfway house, and rehabilitative services	334- 19th Street East S6V 1J7 953-8250 http://www.metisnation-sask.com/affiliates/macsi.html
Prince Albert Grand Council Student Transitional Housing	Transitional Housing for students	103-1301 Central Avenue PO Box 2350 S6V 4W1 765-5300 dcarriere@pagc.sk.ca
Prince Albert Grand Council Spiritual Healing Lodge	Healing lodge for male First Nations offenders (Federal and Provincial)	Wahpeton Reserve #94b PO Box 2350 S6V 6Z1 953-2498
Riverbend Institution	Housing for conditional released inmates	Box 850 S6V 5S4 765-2549 http://csc-scc.gc.ca/text/facilit/institutprofiles/riverbend_e.shtml
Second Stage Housing	Transitional Housing for women and children fleeing abuse situations	764-7233 paws@sasktel.net
Spruce Lodge Boarding Home	Temporary accommodations for on-reserve First Nation people seeking medical services	807- 15th Street West S6V 3S1 953-1590 rsanderson@pagc.sk.ca

YWCA Women's Residence	Emergency and transitional services for women with or without children (males only to age 16 with mother)	1895 Central Avenue S6V 4W8 763-8571 pa.ywca@sasktel.net
Riverbank Development Corporation Transitional Family Housing	Transitional Housing units for families	1350 15th Avenue West S6V6G1 763-4221 rbii@sasktel.net
Prince Albert Métis Women Male Youth Transitional Housing	Transitional housing for male youth age 16 to 25	54 10th Street East Suite 8 S6V 0Y5 763-5356 pamwa@sasktel.net
Pineview Voluntary Youth Treatment Centre	Treatment centre for youth ages 12 to 17	Unit 7 701-13th Street West 765-6670 www.paphr.sk.ca

Supportive Services Long-term accommodations that provide on-going services within the home		
Abbeyfield Houses Society of Prince Albert Inc.	Provides assisted living for seniors	190 26th Street East S6V 1Z7 922-2922
Community Living Approved Private Service Homes	Licensed care homes that provide accommodations, meals, supervision and assistance to people with development disabilities	Community Living Division Government of Saskatchewan Box 3003 S6V 6G1 953-2668 mmayott@cr.gov.sk.ca
Herb Bassett Home (Prince Albert Parkland Health Region)	Provides long term level 3 and 4 care (physical and mental disabilities)	1220 25th Street West S6V 7P7 765-6000 www.paphr.sk.ca
Prince Albert Group Homes Society	Supportive housing for people with mental or physical disabilities	203 31st Street East S6V 8A8 922-2544 jgendron. paghs@sasktel.net

Personal Care Homes	Private personal care homes that are licensed through Saskatchewan Health providing accommodations, meals, and supervision	196 9th Street East S6V 0X5
Pineland Homecare (Prince Albert Parkland Health Region)	In-home professional and supportive services to assist people in their homes	196 9th Street East S6V 0X5 756-2450 www.paphr.sk.ca
Pineview Terrace Lodge (PAPHR)	Provides long term level 3 and 4 care (physical and mental disabilities)	701 13th Street West S6V 3H2 765-6570 www.paphr.sk.ca
Mental Health Services – Approved	Approved private licensed care homes	2345 10th Avenue West S6V 5N6 765-6055
Mont St. Joseph Home Inc. (PAPHR)	Long term care programs and services to physically disabled and/or cognitively impaired	777 28th Street east S6V 8C2 953-4500 www.paphr.sk.ca
Saskatchewan North Acquired Brain Injury Outreach Team (PAPHR)	Assessment, case management, counseling, support, education, referrals, and therapy	1521 6th Avenue West S6V 5K1 765-6630 www.paphr.sk.ca
S.H.A.R.E	Supportive services and vocational training programs for people with mental disabilities	1750 6th Avenue West S6V 7T4 922-0255 s.h.a.r.e@sasktel.net
Supportive Independent Living Program	Provides limited support and supervision to adults living independently	203 31st Street East S6V 8A8 922-2544 jgendron.paghs@sasktel.net
The Good Shepherd Villas Inc.	Assisted respite and dementia care	1499 15th Avenue East 922-1202 pat@goodshepardvillas.com

Housing Agencies Provide subsidized and affordable housing to individuals and families in need		
Prince Albert Housing Authority	Provides accommodation to low-income families	2345 10th Avenue West 953-7420 pahousingauthority.com
Northern Spruce Housing Corporation (Prince Albert Grand Council)	Provides housing for low-income people of Aboriginal ancestry	Box 777 1004 1st Avenue West 922-4122 nshc2@sasktel.net
River Bank Development Corporation (RBDC)	Low-income housing and housing cooperatives	1350 15th Avenue West S6V 6G1 763-4221 rbii@sasktel.net
Habitat for Humanity	Low-income families homeowner partnership, homes are built with 'sweat equity'	100-46 12th Street East Prince Albert S6V 1B2 763-6451
Grunsky Property Management	Rental agency	142 12th Street east S6V 1B6 953-4651
Prince Albert Rental and Leasing Services	Rental agency	1116 Central Avenue S6V 4V6 922-7771 jon.smith@sasktel.net
Prince Albert Community Housing Society Inc	Provides low-income working families and people of Aboriginal ancestry with subsidized housing	151-15th Street East 922-5540 pach02@sasktel.net

Drop-In Centres Provide recreational and social activities on a regular and walk-in basis		
The Nest	Self help support group and drop in for people coping with mental and emotional disabilities	1322 Central Avenue 763-7747 pacmha@sasktel.net
S.H.A.R.E	Drop-in services for people with mental disabilities	1750 6th Avenue West S6V 7T4 922-0255 s.h.a.r.e@sasktel.net

Prince Albert Indian and Métis Friendship Centre	Administers and implement programs to meet the needs of Aboriginal People	1409 1st Street East S6V 1E8 764-3431 proud2bindy@yahoo.ca
Youth Activity Centre	Supervised drop-in center for young people aged 12-19	1211 1st Avenue West 764-4266 y.council@sasktel.net
Herb Bassett Home Adult Daycare Centre	Provides respite programs to support caregivers	120 25th Street West S6V 7P7 765-6193 www.paphr.sk.ca
Bernice Sayese Centre	Drop-in centre	1350 15th Avenue West S6V 6G1 763-9378 wfcc@sasktel.net

Meal Programs		
Family Futures Nutritional Services	Information and advice from a dietician	763-0760 familyfutures1@sasktel.net
Kateri House Second Harvest Program	Provides assistance to First nations people in need of food	410 12th Street West S6V 3B8 922-8582
Meals-on-Wheels, Pineland Homecare	Delivers prepared meals to those in need	196 9th Street East S6V 0X5 922-2969 www.paphr.sk.ca
Prince Albert Share-A-Meal Food Bank	Provides an evening meal Monday through Friday Provides a food hamper for people in need every 30 days	64 1st Avenue East 763-8161
Smart Families Food Coop (River Bank Development Corporation)	Provides two good food boxes per month	1350 15th Avenue West S6V 6G1 763-0242 rbii@sasktel.net
The Salvation Army	Provides food, clothing, and furniture	900 Central Avenue S6V 4V3 763-6078 salarmy_pa_fs@shaw.ca

Youth Activity Centre Youth Outreach Program, Inc.	Provides meals to youth	1211 1st Avenue West 764-4266 y.council@sasktel.net
Community Schools Nutrition program	Nutrition classes, snack programs, and emergency lunches	764-1571 953-7500

Education and Training Services		
Canada-Saskatchewan Career and Employment Services	Provides training and support programs	1288 Central Avenue S6V 6G1 953-2488
Community Service Centre	Social and human services to those in need	101 15th Street west S6V 3P7 953-4460 m.bender@pascs.com
Eagle Program	Educational services for students age 15 to 18	1350 15th Avenue West S6V 6G1 764-4443 eaglep2@sasktel.net
First Nations University of Canada	Post-secondary education for First Nation People	763-0066 rcaisse@firstnationsuniversity.ca
Gabriel Dumont Institute	Provides post-secondary education to Métis students	48 12th Street east S6V 1B2 764-3995 http://www.gdins.org/
Interprovincial Association of Native Employment	Provides advice, direction, and assistance to organizations that associate with or employ Aboriginal People	9th Floor, McIntosh Mall 800 Central Avenue S6V 6Z2 953-2632
Kinsmen Community Workshop	Provides vocational services to individuals with developmental disabilities	953-4120
Learning Disabilities Association	Provides counseling and referrals to people and their families	764-1787
Lucy Baker Alternative School	Education for youth 12 to 16	215 12th Street West S6V 3B6 953-7540

Prince Albert Aboriginal Head Start Preschool	Free preschool for 4 year old Aboriginal children	202 10th Street East S6V 0Y9 763-7676
Prince Albert Family Literacy Network	A group that supports literacy	54 11th Street East S6V 0Z9 922-6736
PAGC Education Department	Provides programs and support to twelve bands Provides funding for eligible members	3601 5th Avenue East PO Box 2770 S6V 5R2 953-7234
Prince Albert Roman Catholic School Division #6	Separate school system	953-7500
River Bank Industries (RBDC)	Provides vocational programs and work experience/training	1350 15th Avenue West S6V 6G1 763-0242 rbii@sasktel.net
Saskatchewan Association for Community Living	Provides support services and programs to lessen the incidence of handicaps, respite care for families	1036 3rd Street east S6V 0J3 922-1256
Saskatchewan Indian Institute of Technologies (SIIT)	Post-secondary education for First Nations People	900 1st Avenue East S6V 6P2 953-7225
Saskatchewan Rivers School Division	Public school system	764-1571
S.H.A.R.E	Supportive services and vocational training programs for people with mental disabilities	1750 6th Avenue West S6V 7T4 922-0255 s.h.a.r.e@sasktel.net
SIAST Woodland Campus	Post-secondary education	953-5352
Star School	Program for students age 6 to 16 with behavioural or emotional problems	45 20th Street West S6V 4E9 922-6522
Won Ska Cultural School	Education for youth who have been unsuccessful in the regular school system	2005 4th Avenue East S6V 2H1 763-3552 y.council@sasktel.net

Referral, Counseling and Advocacy		
Aboriginal Resource Officer Program	Assists Aboriginal victims of crime and their families	45 15th Street West S6V 3P4 953-4259
Aboriginal Women's Council	Educates and organizes Aboriginal women on issues, social policy	101, 118 12th Street East S6V 1B6 763-6005
Addictions Services (PAPHR)	Provides addictions counseling and services	101 15th Street East 2nd Floor 953-5670 www.paphr.sk.ca
Catholic Family Services	Provides counseling and groups	922-3202
Community Services, Prince Albert Police Service	Provides information and referrals	45 15th Street West S6V 3P4 953-4260
Early Childhood Intervention Programs	Counseling and resources for families with children who are delayed or at-risk	3041 Sherman Drive S6V 7B7 922-3247
Families Anonymous	Support group for parents, children, and other family members with family problems	1410 Bishop McLean Crescent S6V 4Z2 763-5955
Family Futures Inc.	Provides support and services to pregnant women with children under 6 years	763-0760 familyfutures1@sasktel.net
Kids First	Programs to support healthy child development	765-6656
Mental Health Services	Various services and programs	2345 10th Avenue West S6V 5N6 765-6055 www.paphr.sk.ca
Meyoyawin Circle Corp. Children's Visiting Program	Provides counseling and support to incarcerated mothers and their children	953-3149
Native Coordinating Council	Provides counseling, programs, referrals, and resources	6-118 12th Street East S6V 1B6 764-1652

Prince Albert Council on Alcohol and Drug Abuse (PACADA)	Counseling and treatment for people with addictions	101 15th Street East 765-6565
PA Fetal Alcohol Spectrum Disorder Committee	Advocacy group for people with FASD	765-6550
PAGC Justice Program	Provides client assessments, advocacy, counseling, meditation, life-skills, and employment access	1004 1st Avenue West S6V 4Y4 953-7254
PAGC Gambling and Addiction Centre	Provides counseling and support for addictions	Opawakoscikan Reserve #201 Cottage #10 2300 9th Avenue West S6V 6Z1 765-5305
PAGC Urban Services	Provides programs and referrals to families in need	Suite #103 1301 Central Avenue PO Box 2350 S6V 4W1 765-5300
Prince Albert Indian and Métis Friendship Centre	Administers and implement programs to meet the needs of Aboriginal People	1409 1st Street East S6V 1E8 764-3431 proud2bindy@yahoo.ca
Prince Albert Métis Women's Association Inc.	Provides support, referrals, advocacy, counseling, recreation, youth justice, respite	Suite 8 54 10th Street East S6V 0Y5 763-5356
Prince Albert Mobile Crisis Unit	Counseling and referrals to those in crisis situations	764-1011
Prince Albert and Area Community Against Family Violence	A concerned group of people who work to eliminate violence and abuse	110 8th Street East S6V 0V7 953-6219
Sexual Health Clinic/Wellness Centre	Offers general information for sexual health/protection, birth control as well as treatment and testing referral for STD's	800 Central Avenue 765-6540

The Salvation Army	Provides referral and support services for those in need	900 Central Avenue S6V 4V3 763-6078 salarmy_pa_fs@shaw.ca
Victim Services, Prince Albert Police Service	Provides information, referrals, assistance, advocacy, and support to victims of crime	45 15th Street West S6V 3P4 953-4357
Bernice Sayese Centre	Provides education, information, advocacy, support groups, counseling	1350 15th Avenue West S6V 6G1 763-9378 wfcc@sasktel.net
Women Helping Women - Iskwew	Support services for abused women, individual and group counseling	110 8th Street East 953-6629
YWCA	Provides advocacy, support programs, with referrals to women and children in need	1895 Central Avenue S6V 4W8 763-8571 pa.ywca@sasktel.net

Bylaw Enforcement Unit		
Ken Hunter, Bylaw Manager		953-4906 Prince Albert Police Service Substation, Central Avenue khunter@papolice.ca

Appendix G
Community Priorities, Objectives and Targets

Prince Albert Community Priorities for Housing and Homelessness 2007 – 2009

Priority #1 (Continuum of Housing and Supports)

Issue: Insufficient affordable and subsidized housing

Priority: Increase affordable and subsidized housing supply

A number of events have triggered a reduction of between 260 and 280 affordable housing units in Prince Albert over the last couple of years. Our priority is to increase affordable and subsidized housing supply for youth and single parents.

- **Objective #1**: To increase affordable units for youth *(not funded under the Government of Canada's Homelessness Partnering Initiative)*
- **Objective #2**: To increase subsidized housing supply *(not funded under the Government of Canada's Homelessness Partnering Initiative)*

** Because this priority is not eligible for funding under the Government of Canada's Homelessness Partnering Initiative, the Prince Albert Homelessness Partnering Initiative Advisory Board has not identified specific targets.

Priority #2 (Continuum of Housing and Supports)

Issue: Insufficient transitional housing

Priority: Increase transitional housing supply

As the need for additional emergency shelter spaces increases, it has become evident that there is a significant gap in the continuum of housing in our community. Many individuals rely on emergency shelters due to insufficient transitional housing available to them. More transitional housing units would enable these individuals to transition into a more stable housing situation and out of the cycle of homelessness.

- **Objective #1**: To increase transitional housing units for single parents, youth, families and women
  - § **Target:** To create 30 additional transitional housing units

Priority #3 (Continuum of Housing and Supports)

Issue: Insufficient supply of housing information services and supports

Priority: Enhance supports to include housing information and facilitate high risk-population use of supports and services

While there is a growing need to increase the availability of affordable units, many citizens require integrated supports and services with their housing to function optimally. Our priority is to integrate the housing supports into the existing social safety net to create a seamless weave of supports and services that is accessible and usable by at-risk populations.

- **Objective #1:** To enhance services available to include housing
- **Objective #2:** To connect at-risk individuals with housing information as they access and use the wide range of existing supports and services

- § **Target**: To establish linkages between emergency shelters and 20 supports and services
- § **Target:** To have housing included in the supports and services brochures and information packages in core health, education, social service and justice facilities

Priority #4 (Knowledge and Communication)

Issue: Insufficient data collection in relation to housing, and homelessness planning and record-keeping

Priority: Strategic planning using a collaborative process that involves key stakeholders and development of an ongoing evidence base

Our priority is to develop an up-to-date evidence base that addresses local and regional issues and impacts.

- **Objective #1**: To implement and use the HIFIS System
- **Objective #2**: To begin development of a housing information system that tracks supply and demand across the continuum of housing and homelessness and makes information available to individuals and service providers

** Targets are not required for priorities identified under Knowledge and Communication.

Priority #5 (Continuum of Housing and Supports)

Issue: Limited capacity to respond to emergency housing needs

Priority: Increase emergency shelter beds

The community has identified the need to ensure the sustainability of the Men's Shelter and address the huge turn-away rates of the Women's Shelters. Our priority is to increase capacity to respond to emergency housing issues.

- **Objective:** To increase emergency shelter capacity for vulnerable citizens (women and their families, youth, and men)
- **Target:** To increase women shelter space by 12 beds
- **Target:** To stabilize the 18-bed Men's Shelter by working as a community to secure long-term stable funding.

Priority #6 (Community Development)

Issue: No Community Strategic Plan for the housing continuum

Issue: Lack of coordination among agencies

Priority: Develop an infrastructure that facilitates collaboration, strategic action, and integration of agency information

In the past year a number of issues have emerged that require a comprehensive, integrated, and coordinated response. Our priority is to create the infrastructure that will enable the community to respond to crises, build understanding and capacity, and work toward improving both the quality and quantity of housing and supportive services that will enable all citizens to have safe, affordable, secure housing and function optimally along the continuum of independence.

- **Objective #1** To create a combined committee that facilitates collaboration among key stakeholders
- **Objective #2** To enhance the coordination of agencies

** Targets are not required for priorities identified under Community Development.

Appendix H
Logic Model Interview for the Homelessness 28 Projects in Phases I and II

HPS Homelessness Projects in Prince Albert	
Project Title: **Year:** **Sponsor:** **Contact/Title:** **Phone:** **Email:** **Fax:**	
Objectives	• What your project wants to achieve
Objectives Achieved	• Whether you achieved your objective
Dollar Amount	• Amount of Grant
Inputs	• What you invest: time, money, partnerships, equipment, facilities or other resources • These include human resources, fiscal resources, knowledge base for program, and involvement of collaborators or partners
Activities	• What you do to provide products, goods, and services to clients: workshops, publications, field days, equipment presentations, construct buildings or playgrounds
Outputs	• Describing the outputs enables us to establish linkages between the situation (problem) and the impact of the program, that is, intended outcomes) • Outputs that help link what we do with program impact include: publications; decision aids such as software, worksheets, models; teaching events such as workshops, field days, tours, short courses; discovery and application activities such as research plots, demonstration plots and product trials • Outputs also include the people we reach therefore we must include information about the people: their characteristics, the proportion or number reached, number of sessions or activities, level of satisfaction of participants
Short Term Outcomes	• Changes in: knowledge, skills, attitudes, motivation and/or awareness
Medium Term Outcomes	• Changes in behaviours, practices, policies and/procedures
Long Term Outcomes	• Changes in situation: environment, social conditions, economic conditions, political conditions
Impacts	• How the project shifted the direction in the community or group
Partners	• Who you collaborated with to realize the objectives of the project
Successes	• What you feel worked well
Challenges	• What challenged you as you undertook the project
Sustainability	• Will the results be maintained? • Will the project be able to sustain itself?
On the Continuum	• Where on the continuum of housing and homelessness would you place this project?

Individual interviews were conducted with those agencies that received grants from Phases I and II of the Supporting Communities Partnerships Initiative (SCPI) using a Logic Model Interview Guide.

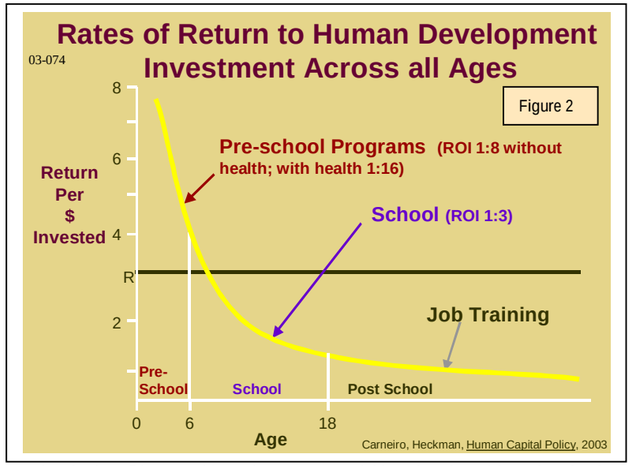
Homelessness and Housing

Prince Albert

"Politicians, decision-makers and citizens alike, are realizing that access to a permanent and safe home, is a crucial step in developing a sense of community and providing access to the necessary support structures, services and programs that we all need to survive and thrive" (*Prince Albert Community Action Plan on Homelessness and Housing,* 2004, p. 9). Internationally and nationally, the Social Determinants of Health (see Figure 1) are utilized to identify those conditions that have the greatest power to determine the health, well-being and competence of a population. The World Health Organization describes these determinants as follows:

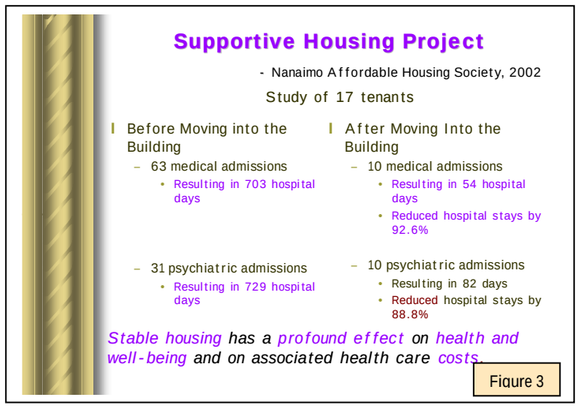
> "It looks as if much depends on understanding interaction between material disadvantage and its social meanings. It is not simply that poor material circumstances are harmful to health; the social meaning of being poor, unemployed, socially excluded, or otherwise stigmatized also matters. As social beings, we need not only good material conditions but, from early childhood onwards, we need to feel valued and appreciated. We need friends, we need more sociable societies, we need to feel useful, and we need to exercise a significant degree of control over meaningful work. Without these we become more prone to depression, drug use, anxiety, hostility and feelings of hopelessness, which all rebound on physical health (Wilkinson, R. & Marmot, M. International Centre for Healthy and Society, 2003. *Social Determinants of Health, 2nd Edition, 2003, Work Healthy Organization, p. 9).*

Clearly, it is important to develop policies and programs in each of these core areas because together they set life trajectories and determine the health, learning capacity, behaviour and well-being of our communities. However, designing a comprehensive community plan that links and enables these areas and their accompanying resources, programs and policies is a challenge but we must persist because it will create a synergy that will enable us to change the landscape of human development as well as be fiscally and socially accountable and responsible. Mustard (2007) reminds us that "the health, well being and competence for all communities in our globalized world will determine if we can build tolerant, stable, equitable, prosperous, sustainable societies" (p. 11). In fact, our ability to maintain, let alone advance, our democratic way of life is dependent on it. The research evidence not only suggests the return on investment (see Figure 2) is far greater in the early years but also reveals that "children's early experience has far-reaching and solidifying effects on the development of their brains and behaviours. Diverse experiences affect that architecture (i.e., of the brain, the expression of genes, and the biochemistry and physiology of the human body) – all of which mediate our cognitive, emotional, and social behaviours" (Shanker, 2007, p. 13). Traumatic experiences (for example, maternal depression, caregiver substance abuse, family violence and physical, sexual or verbal abuse) can "damage deep structures in the brain that affect the quality of future social interactions" (McCain, Mustard, & Shanker, 2007, p. 28) manifesting themselves in a sevenfold risk for cardiovascular problems, a tenfold risk for depression, an almost fivefold increase in drug addiction and over a sevenfold increase in alcohol abuse (Lundberg, et al.; McCain, Mustard & Shanker). As Teicher (2002) suggests, "the aftermath…can appear as depression, anxiety, suicidal thoughts or post-traumatic stress – or as aggression, impulsiveness, delinquency, hyperactivity or substance abuse." In turn, each of these has huge personal, family, social, community and economic costs.



From the child development literature, we learn that the 'homeplace' is where the child's spirit is nurtured and where their first social relationships are developed. However, this is a social-emotional space. The Bridgeline, the first line of protection, which involves housing, income, and workplace, provides the physical structure we call a house. Together the Homeplace and the Bridgeline provide what we commonly refer to as a home. The research and local experience have revealed that high levels of mobility can destabilize neighbourhoods, decrease social capital and social cohesion and lead to a disorganized neighbourhoods and disruptive social environments that become places where aggression, gangs, family violence, substance abuse, early disengagement from school, involvement with the criminal justice system and teen pregnancy escalate – a host of negative outcomes that result in lost human capital, broken and wounded lives, and huge economic and social costs to the community. Because the delivery of other support services are dependent upon residential stability, housing is one of the cornerstone of social development policies.

Housing is about more than bricks and mortar; although they are necessary, they are not sufficient. The work in social determinants of health, well-being and competence has revealed that as one moves down the socioeconomic ladder, most negative outcomes increase. For example, people further down the economic ladder are at least twice the risk of serious illness and premature death. The World Health Organization reminds us that life contains a series of critical transitions that can have a profound impact on life trajectories: "emotional and material changes in early childhood, the move from primary to secondary education, starting work, leaving home and starting a family, changing jobs and facing possible redundancy, and eventually retirement" (Wilkinson, R. & Marmot, M. International Centre for Healthy and Society, 2003. *Social Determinants of Health, 2nd Edition, 2003, Work Healthy Organization,* p.10*).* Because people who have been at a disadvantage previously are also "at greatest risk in each subsequent transition" our policies "need to provide not only safety nets but also springboards to offset earlier disadvantage" (p. 10). Figure 3 describes results of a project in Nanaimo and suggests the interrelatedness of the social determinants of health and the power of housing to shift other variables. Close examination of this data reveals that both medical and psychiatric admimssions to hospital were reduced about 90% by the provision of stable housing. It is precisely those safety nets and springboards that the Prince Albert Community Action Plan on Homelessness and Housing is addressing in the broadest sense.


Supportive Housing Project
- Nanaimo Affordable Housing Society, 2002
Study of 17 tenants
Before Moving into the Building
– 63 medical admissions
• Resulting in 703 hospital days
– 31 psychiatric admissions
• Resulting in 729 hospital days
After Moving Into the Building
– 10 medical admissions
• Resulting in 54 hospital days
• Reduced hospital stays by 92.6%
– 10 psychiatric admissions
• Resulting in 82 days
• Reduced hospital stays by 88.8%
Stable housing has a profound effect on health and well-being and on associated health care costs.
Figure 3

In order to understand the nature of housing needs, an intricate examination of the community needs to occur, one that moves beneath the surface and examines the variables, the various levels of aggregation at which they operate to shape community. However, "we dwell within the pool of our shared cultural system, much as fish dwell within water. Much of the time, fish pay no attention at all to the water. They are one with it. They move within it and are moved by its currents. It is their medium. Similarly, human beings dwell within their meaning-making systems without thinking about the system itself. In this way children grow into a complex web of acquired habits of thought and action without even trying to do so. It just seems to happen. *But what is a people to do if the aggregate effect of their collective habits of thought and behaviour is life-threatening to themselves and future generations?" (Bopp & Bopp, 2006, p. 4).* A community needs to examine itself critically, collect data on the effects of its actions over time and use this evidence base along with the wisdom in the community and the literature to build a solid evidence base upon which strategic action can occur. "building sustainable community….is not a means to an end…*sustainable community is a basic human need…. In its absence, human life becomes distorted, painful, and often self-destructive"* (Bopp & Bopp, 2006, p. 4).

The tables on the following pages will present the housing and homelessness community priorities, issues, actions, and needs in a logic model. It is abundantly clear from the report that the community of Prince Albert recognizes that a collaborative community effort, one that integrates resources and services, albeit that those services will continue to be managed by different sectors, departments and community based organizations. Significant positive advances have accrued since the last report in a large number of areas but the results have not been tracked in an integrated and systematic way. Although there have been huge social benefits from these projects, often their social impact has also not been monitored in a systematic and ongoing manner. There is a concomitant need to explore the community impact and ways in which these projects have engaged the community, built social cohesion, and social capital. This will require articulation of a vision for the upcoming years that not only sets priorities but also targets in each area with the commitment of the various agencies and sectors working together to realize positive change. It will be our combined efforts across the spectrum of homelessness and housing that will enable us – Layton suggests that today's homeless represent "the ragged edge of the social fabric" – men, women and children for whom the social safety net has all but disappeared (Layton, 2000). In Prince Albert, there is a strong desire to create an environment where people can thrive and not merely survive and safe, affordable, sustainable housing with low mobility rates will help our citizens to build havens that nurture their hearts, their family life and enable them to rejuvenate and realize their promise.

Overall Goals

- The Government of Canada's Homelessness Partnering Initiative (2007): To prevent and reduce homelessness by helping to establish the structures and support needed to move homeless individuals and at-risk individuals toward self-sufficiency and full participation in Canadian Society. The five pillars of the Government of Canada's Homelessness Partnering Initiative include (the outcomes are listed in brackets):
  - Preventing and reducing homelessness (Prevention of homelessness for interventions directed at individuals or families at risk of homelessness indicated by housing retention and housing placement; Reduction of homelessness for interventions directed at individuals or families who are experiencing homelessness indicated b shelter use and changes in housing status);
  - Engaging tangible and direct response to client needs and measurable outcomes for clients (Involves activities which contribute to improvement in service quality [safety, security, sanitation, efficiency]or service capacity [number of emergency beds, number of transitional housing units/beds, number of supportive housing units; number of services offered in the community]);
  - Engaging provincial/territorial/other government departments and communities – Partnerships are critical. Relationship is the term utilized to describe the different types of relationships in the community; they can be represented as breadth of relationships (across sectors) and depth of relationships outlined in the five levels outlined below. This involves leadership (process of engaging the community in learning and action [i.e., diversity and representation, shared decision-making and power, capacity to articulate the community development process, etc.]. Communities will have both formal [elected or appointed individuals in decision-making positions] and informal leaders [those not in positions of power, but whose opinion is highly respected]) cohesiveness (The sense of community and commitment of purpose, the quality of relationships that enable people to live together in a healthy and sustainable manner [i.e., shared values, trust, cooperation, shared sense of commitment, openness, working relationships, ability to solve hard issues and to reconcile differences, etc.]) as well as inclusion (involvement of multiple individuals and/or interests in group development, program implementation and evaluation, to enable the representation of the concerns of all constituencies) and mobilization (active engagement of the hearts and minds of people in improving their collective health and well-being).
    - Networking – Relationships within the community that is largely focused on information sharing, building understanding and discussions on matters of mutual interest between community groups/individuals. This type of relationship is informal, with few (or loosely defined) rules and minimal decision-making: community action is the primary link among members;
    - Cooperation – Relationship within the community that shares information about needs and attempts to match services to meet those needs in order to enhance coordination and reduce duplication. This type of relationship is semi-formal, with a central group of individuals acting as an information hub. Cooperation also involves complex decision-making resulting in greater role clarification for members and formalized communications within the central group.
    - Coordination – Relationship within the community that shares resources to address common issues. Coordination involves a central group of individuals who act as decision-makers with defined roles and formalized linkages. Leadership is autonomous but is focused on shared issues with group decision-making in the central group and subgroups.
    - Coalition – Relationship within the community in which members share ideas and are willing to divert resources from existing systems to address matters of common concern, and which usually involves a mutual commitment of at least three years. All members share in the decision-making, have clearly defined roles with timeframes as well as formalized links that include a written agreement. A coalition has shared leadership with formalized decision-making and considers communication a priority.
    - Collaboration – Relationship within the community that accomplished a shared vision, affects outcomes and builds interdependent systems to address issues and opportunities. Consensus is used in decision-making with roles, time and evaluation formalized. Collaboration involves highly developed commu8nication, formalized links that are written into work assignments, and a high level of leadership in which ideas and decisions are equally shared.
  - Supporting preventative and longer-term housing solutions (Social Integration for interventions that are not directly related to obtaining or retaining housing, but can be expected to help individuals and families whoa re experiencing homelessness or who are at risk of homelessness because of their inability to access living conditions and/or assume social roles that will support housing stability indicated by changes in income, changes in employment status, participation in volunteer work, and participation in education);
  - Strengthening accountability and measurement (utilizing the templates provided by Service Canada).

- The 2004 Action Plan: To document the current housing situation; to uncover the prevalent homelessness and affordable housing issues; to identify all the community organizations involved in providing housing and related services; to provide a means for community organizations and service providers to access the funding available to reduce and prevent homelessness.

- The Priority Setting Plan for 2007-2009 – Uses the knowledge gleaned from the completion of the Community Plan Assessment to identify the activities that will continue address homelessness and the risk of homelessness in Prince Albert. With full community participation, the goals are to identify
  - The Issues (key situations, challenges or concerns. They may represent fundamental policy questions or critical challenges that affect the community's mission, homeless and at-risk populations, stakeholders, service levels, costs or management.),
  - The Priorities (what the community discerns will receive their funds, energy, effort, and attention) ,
  - The Objectives (statements of the results or outcomes the community hopes to achieve by 2009),
  - The Outcomes (benefits that a program intends to produce for individuals, groups or populations, during or after their participation in program activities. Under the HPS there are five types of Project Outcomes: 1. reduction of Homelessness[for interventions directed at individuals or families whoa re experiencing homelessness], 2. Prevention of Homelessness [for interventions directed at individuals or families at risk of homelessness], 3. Social Integration [for interventions that are not directly related to obtaining or retaining housing, but can be expected to help individuals and families who are experiencing homelessness or who are at risk living in social conditions and social roles that will support housing stability], 4. Improvements in Service Quality or Capacity due to Capital Investment [facilities], 5. Improvement of Community Services and Service Delivery Networks [for activities which do not include direct front-line]),
  - The Implementation Strategies (what the community will do to achieve their objectives) in three areas,
    - The Continuum of Housing and Supports is a holistic approach to addressing the needs of the homeless and at-risk populations identified within a Community Plan. From prevention through to supportive housing, it includes all supports and services that would be needed to assist a homeless person or someone at risk of becoming homeless in achieving housing and income stability;
    - Knowledge and Communication - The community's efforts to build knowledge and understanding of homelessness and the issues contributing to homelessness. Examples include the creation of communication networks, data collection, local research and sharing of information; and
    - Community Development - The community's ability to mobilize interest and commitment in furthering its objectives regarding the prevention of homelessness or the movement of individuals and families to greater housing stability. Examples include relationship development, community forums and informat on sessions, the community planning process, etc.
  - The Indicators (specific measures of the progress the program has made toward meeting objectives); and
  - The Outputs (products or services generated by program activities), which will guide action and expenditure from 2007 – 2009 in Prince Albert.

This involves a community-based Strategic Planning Process for long-term planning and ongoing evaluation (i.e., development of integrated goals, objectives, mission, vision, implementation strategies and progress measurement.

Housing and Homelessness Continuum

This continuum enables a community to discern the influences that can move individuals and families toward stability and reduce mobility; it can also enable them to identify the forces that destabilize individuals, their families and whole neighbourhoods, erode housing security, intensify uncertainty, thereby creating a negative chain of events that compromises individual competence and coping capacity, social cohesion, civic participation and the development of safe, affordable places to live that can nurture the human spirit and provide a refuge of safety and security for individuals and families.

At-Risk of Homelessness – A specific population to be considered by communities when identifying their priorities. The term refers to individuals of families who are at imminent risk of eviction from their current housing, who pay too high a proportion of the income for housing or who live in unacceptable housing or housing circumstances

Definitions	Home Ownership	Rental Housing	Affordable Housing	Supportive Housing	Transitional Housing	Emergency Shelters	Homelessness	
All definitions are from Government of Canada's Homelessness Partnering Initiative, *Reference Guide 2007*	Housing is affordable if it costs less than 30% of before-tax household income. Costs for renters include: rent and any payments for electricity, fuel, water and other municipal services. Costs for owners include: mortgage payments (principal; and interest), property taxes, and any condominium fees, along with payments for electricity, fuel, water and other municipal services. Regular Housing – Housing that is not supportive housing and that can be long-term. Includes a house, apartment or room (including social housing) that a family or individual rents or owns, or living arrangements with friends or family members that are expected to be long-term. *People who live in regular housing may return to their housing whenever they wish.* Some individuals live in regular housing and receive support in the form of case management or outreach services. Suitable Housing – Dwellings that have enough bedrooms for the size and make-up of resident households.		Affordable Housing - Social housing or other housing which has been built under a government affordable housing program. Social housing includes public housing, non-profit housing, coop housing and rent supplement units in the private rental sector. Core Housing Need – A household is said to be in core housing need if its housing falls below at least one of the adequacy, suitability or affordability standards, *and* the household would have to spend 30% or more of its total before-tax income to pay the median rent of alternative local housing that is acceptable. Housing Cooperative - Membership-owned affordable housing, with specific admittance requirements and regulations legislated at the federal or provincial level. Rent Supplement – Subsidy that enables a low income renter to live in acceptable housing owned by private landlords, non-profit or cooperative housing groups.	Supportive Housing - Housing for individuals and families that includes supports and services integrated into the housing, with no length-of-stay duration. Services depend on clients' needs and are provided to help residents maintain independence and stability to promote social inclusion.	Transitional Housing - Housing facilities that provide services beyond basic needs and that, while not permanent, generally allow for a longer length of stay than emergency housing facilities (up to three years). These facilities offer more privacy to residents than emergency housing, and place greater emphasis on participation. They are targeted to those in need of structure, support, and/or skill-building to move from homelessness to housing stability, and ultimately to prevent a return to homelessness.	Emergency Shelters - Housing facilities providing temporary and short-term accommodation (from a few days up to six months) to individuals and families who are experiencing homelessness; it may include supports such as food, clothing, and counseling. Typically these facilities provide single or shared bedroom or dorm-type sleeping arrangements that can include seasonal beds/mats. May also include motels and other types of temporary sheltering facilities. ♦ The Episodically Sheltered - A subpopulation referring to individuals or families who access shelters multiple times through the year, seeking assistance, but who are not necessarily able or ready to form the long-term connections necessary to move to housing stability (this inability may be due to a number of reasons, including longer duration accessibility of the sheltering facilities, lifestyle choices, etc. ♦ The Short-Term or Crisis Sheltered - Another sub-population referring to individuals or families who stay temporarily in emergency and/or transitional housing and do not return once they secure stable housing (o- or two-time users)	Hidden Homeless Individuals or families living in locations not intended for human habitation (e.g. abandoned buildings) and/or continuously moving among temporary housing arrangements provided by strangers, friends or family.	Chronically Living on the Streets - Sub-population within the living-on-the-street homeless population to be profiled by communities when identifying their priorities. This term also refers to those individuals or families who, because of a lack of secured housing, live on the street for a predominant period of time over the course of a year(s). These individuals or families might access some services from time to time, but will use available sheltering facilities only in exceptional circumstances (e.g. a very cold night). Many individuals chronically living on the street have challenges forming long-term connections to services because of personal life issues or unsuccessful histories in the 'system. Living on the Street - Individuals or families who, because of a lack of secured housing, live on the street.
Targets (Objectives) *From 2004 Report*				Increased supportive housing	• Second Stage Housing § Women (16+) § Men (16+) • Released from Correctional Facilities § Women (16+) § Men (16+)	• Single Men (16+) Shelter Beds • Women (16+) Shelter Beds • Family Shelter Beds • Youth Wellness Centre • Youth Detox Centre		
§ Meals Program § Drop-in Centres § Education and Training § Referral, Counseling and Advocacy Services								

Information taken from "Moving Forward" Section of *Community Plan Assessment, Phase II: Framework Responses for Prince Albert, SK*

§ Community Profile, future Trends Consideration – Rapid growth of the Aboriginal population, increasing influx of individuals from the North and surrounding community, rapidly rising house prices, and limited private rental accommodation construction are likely to continue. As a result, the at-risk population will continue to grow. Reducing the number of people chronically living on the street should be a priority. Increased service levels and expansion of support housing (especially by river Bank Development Corporation, Prince Albert Community Housing, the YWCA, and provincial support for inner city) will be future considerations. Supportive housing and services will again need to be given high priority, and there should be continued focus on additional emergency shelter beds. Effectively addressing these priorities will require involvement by the municipal government in homelessness planning, and uniform recordkeeping among service agencies.

§ Community Profile, Trends and Community Needs – At-risk populations will grow faster than the homeless population. Future needs for additional emergency shelter beds might taper off if the range and coordination of support services, transitional housing, and supportive housing all expand. The at-risk population growth trend will create a need for such expansion.

§ Continuum of Housing & Support, Areas Requiring Further Attention in the Future – Emergency shelter services for families and men will need to increase. In addition, the range (an coordination) of support services, transitional housing (e.g. individuals with addictions), and supportive housing (e.g., mental health clients) will all need specific attention.

§ Continuum of Housing & Support, Additional Focus and Strategies – Additional focus should be applied to stabilizing existing emergency shelter operations; expanding support services to the at-risk, transitionally-housed, and supportive-housed populations; and creating a strategic plan. (We have not developed specific strategies for meeting ongoing or emerging needs in the city).

§ Continuum of Housing & Support, Housing Stability and Future Recommendations – In the context of serving as a Community Advisory Board, we have not developed specific strategies for moving individuals and families to greater housing stability. In order to create those strategies, we need the active support, cooperation, and coordination that the municipal government and the health region can provide.

§ Knowledge and Communication, Data Collection and Analysis First the data needs to be collected in a readily accessible format. An analysis of it must be the basis for future strategic planning. We could benefit from community-wide implementation of HIFIS (or a similar system), but there needs to be a permanent assumption of responsibility for data-gathering and maintenance before such a system can be effectively used.

§ Knowledge and Communication, Information Sharing – Annual events during Homelessness Week are a start. Outreach to the faith communities and post-secondary institutions will help. We could also benefit from greater contact with communities that have rapidly-growing Aboriginal populations (Saskatoon, Regina, and Thompson).

§ Community Development, Community Planning and Implementation Process Community and service provider consultations are working well, but we have not been able to use that process to create a detailed strategic plan. Sustained participation of homeless and formerly-homeless individuals has not figured highly in our planning. We might look at closer ties between emergency shelters, as one way of institutionalizing that participation in planning and implementing change in that area of housing. Information-gathering and maintenance must also be the subject of a planning and implementation exercise.

§ Community Development, Representation and Decision-Making – We have to continue to place an emphasis on additional involvement by Aboriginal organizations. To strengthen that area, we need to ensure that new organizations are represented on the Community Advisory Board.

§ Community Development, Community Financial and Non-Financial Leveraging – Financial and non-financial contribution leveraging are all centred on specific projects – there is no over-arching 'fund-raising strategy.' Engaging private businesses, as in happening with the Citizens in Action project, should give us some insight into strategies to involve a broader base of resource sources.

§ Community Development, Community Knowledge and Expertise – Individuals at several organizations – Service Canada, SK Community Housing, Northern Spruce Housing, the Prince Albert Grand Council and the Metis locals come to mind first – need to ensure their organizations' participation on the Community Advisory Board is accorded a level of importance within the organization that ensures multiple individuals participate in the Board's work; as many people as possible within those organizations are informed about the Board's work; and that the organizational benefits derived from participation in the homelessness initiative are valued.

§ Community Development, Policy Development – There are no formal strategies with respect to influencing policy development. However, maintaining the active involvement of the City's new Social Development Manger and the re-formed City Housing Committee in the homelessness initiatives are two areas where we should focus our efforts.

§ Community Support, Support Needed - We need it all – leadership development, strategic and financial planning assistance, additional communication with communities like Saskatoon, Regina, Brandon, and Thompson), and greater public awareness (among the faith and post-secondary education communities, in particular).

Remember that there are fewer networks for service agencies to connect to in a city this size than there are in communities with more than 100,000 residents. This forces us to rely heavily on specific institutions for assistance coordinating homelessness initiatives. In Prince Albert, we need the large does of active support, cooperation, and coordination that the municipal government and the health region can provide. Yet these two organizations' financial and human resources are stretched very thin, so homelessness initiatives in the City plod on with a less than full spectrum of supports. The result shows in strategic planning gaps, a lack of uniform information-gathering and storage, and, generally, ad hoc responses to changing circumstances in the community.

§ Community Support, Knowledge and Expertise to Share – When the Hidden Homeless report is released by Prince Albert Grand Council, we would be willing to share that information. As well, the Citizens in Action project outputs should provide insights into getting the private business sector involved that other communities could benefit from.

Issues and Gaps taken from *Prince Albert Community Action Plan on Homelessness and Housing, 2004.*

Issues/Service Gaps

Home Ownership	Affordable Housing	Supportive Housing	Transitional Housing	Emergency Shelter Beds	Hidden Homelessness	Absolute Homelessness
Affordable Home Ownership • Affordable Housing Programs such as Housing Cooperatives • Home Ownership programs that link on-reserve and off-reserve First Nation people • Childcare services in low and middle income areas	**Affordable Rental Housing** with diversity in types and locations of rental properties. Specifically: • Diverse Rental Units § Large families § Disabled people § Seniors § People with pets § Single people § Couples with no children • Affordable Housing for Youth • Tennant Participation in Program Design to encourage a sense of ownership • Enforcement of Minimum Maintenance Standards • Wheelchair Accessible Units • Childcare Services • Subsidized Housing	Support Services to assist people to locate and secure affordable rental accommodation. Specific Support Services include: • Housing Advocate visible and accessible to at-risk and homeless people • Local Rentalsman Office to provide advice to landlords and tenants about their rights and obligations and assist in resolution of disputes • Inventory of Rental Units, published and updated monthly and widely distributed • Inventory of Housing and Related Services updated regularly and distributed widely • Resource Centre to provide housing and related information that is open on evenings and weekends and may also have childcare services and transportation resources • Life Skills Programs that teach independent living skills such as budgeting, nutrition and food preparation as well as basic home maintenance. They would also provide information on renters' rights and instructions on how to apply for assistance • Information Pamphlet that outlines information such as utility hook-up information, renters' responsibilities and rights, and useful housing agencies Services for People with Intellectual, Physical, Mental, Cognitive and Learning Disabilities. Specifically the recommendations included: • Increased financial support to support special housing needs of people with disabilities • Programs for people with FASD (children, youth, and adults) • Adults with disabilities (over age 18) • Families – to prevent family break-up there is a need to provide assistance to families that live with disabled people • Support Network that can assist with access to services and resources • Central Agency to link all local resources Support Services for Youth • Intervention and Outreach Programs , particularly for evenings and weekends • Foster Care for youth reaching the age of majority and who will no longer qualify for services • Government Services – expand to include programs for youth 16 – 18 yrs. • Youth Help Line – 24 hour youth crisis help line that provides housing information and/or referrals • Youth Prostitutes – programs specifically designed to meet their needs Supporting Housing and Programs for Recently Released Inmates Services to assist recently released inmates and conditionally released inmates as they adjust to life outside the institution. Recommendations include: • Liaison Worker to work with Correctional Institutions and landlords to secure accommodations. An Aboriginal specific service needs to be provided. • Halfway Homes and Transitional Services Affordable Supportive Housing to assist people to live independently • Children and pets • Expanded Target Groups § Couples without children § People with disability, with priority to single parent women with cognitive disabilities § Youth (16 – 20 years) with mild disabilities and who are seeking independence § Prostitutes wanting to get off the street § Seniors, who wish to live independently	Current lack of transition housing to support people dealing with addiction issues, family violence or other personal problems Specifically, services required are: • Detoxification Centre • Transitional Housing for the Homeless that provides § Supportive services to homeless people that encourage independent living and secure housing Expanded Target Group for at-risk people who are: § Single § Couples without children § Women	Target a wide variety of people and families: • Youth, under the age of 16, (currently requires parental consent) • Single parents, both male and female Families so that fathers and children can stay in the same facility • Seniors Increase number of Emergency Shelter Beds		

Issues taken from Recommendations from *Community Summit & Survey Prince Albert & Area Report*

§ Help to increase home ownership	§ Affordability for everyone	§ Difficult tenancies – hard to house individuals				

Recommendation taken from *Service Needs and Perspectives of Hidden Homeless First Nations People in Prince Albert, 2007*

§ First Nations hidden homeless people are a diverse group, and initiatives that meet the needs of some may not meet the needs of others. A variety of strategies will be need for different sub-groups of hidden homeless individuals.
§ The low level of education and employment, particularly for adult males and females, suggest that much of this population will not be able to find stable housing on their own. Housing initiatives would need to be accompanied by interventions that addresss employability or sociall assistance. High mobility rates obviate the need for shelter for this population..
§ The high incidence of chronic conditions, addictions, trauma and abuse in the hidden homeless population suggests that simply providing housing will not be enough to meet their needs. A variety of services also need to be provided.
§ First Nations cultures were important to the majority of hidden homeless participants, with access to elders particularly emphasized. Services to hidden homeless First Nations people need to address this respect, and not just focus on housing and other social and economic services.
§ The absence of dependable social networks among many participants underlines the need for social services support for this population.
§ Explore with key hidden homeless people what some of the barriers to the use of services are. An important part of ths would be exploring the effects of having Aboriginal service providers.
§ The high level of addictions for this population, and participants' statements that First Nations cultures and elders were important suggest that First Nations participation in counseling/addictions services should be increased.
§ Explore the possibility of providing housing programs for youth and students.
§ Explore the provision of housing services for single adults not living with their children.
§ Cerate and advertise at the street level, a centralized source of information for homeless people.
§ Explore the possibility of creating a drop-in shelter that is open more hours of the day.

Issues and Gaps taken from *Prince Albert Community Action Plan on Homelessness and Housing, 2004.*

Issues/Service Gaps - continued

Home Ownership	Rental Housing	Supportive Housing	Transitional Housing	Emergency Shelter Beds

Education, Training and Work Placement Programs to provide opportunity to gain the credentials and skills required for permanent and stable employment. Specifically:

- Awareness Opportunities to communicate the educational and training programs available
- Economic Development to provide more opportunities for development
- Adult Education to alleviate current waiting lists
- Appropriate Programs that reflect current employment demands in the City

Education for Frontline Workers to provide regular career development workshops and training opportunities. In particular:

- Assisting people with disability to ensure service providers know how to work appropriately with the target group

Community Awareness

§ Enhance community's awareness of homelessness and affordable housing issues

Public Transportation - inefficiency of public transportation system. Specifically:

- Increased Routes and Frequency – It was suggested that the smaller busses or vans be used during non-peak hours to keep operational costs down, while maintaining a high level of service
- Bus Passes – provided to at-risk or homeless people who are actively searing for housing and/or employment

Improvement to Current Services - Specifically suggestions included:

- Hours of Operation, flexible hours, particularly on weekends and in the evenings
- Communication and Collaboration must increase between service providers.
- Criteria for Programs to ensure that they are appropriate and do not inadvertently cause people that legitimately require assistance to "fall through the crack"
- Referrals between Agencies – There is a need to continue to refer at-risk people to the appropriate agencies and programs

Lack of Funding

- More funds required to support housing and related services
- City of Prince Albert serves the City and surrounding rural areas, but also the northern part of the province, and therefore demand for social programs is disproportionately high compared to its population
- As a relatively small city, there is not a large enough local resource base (private sector and foundation funding agencies) to support need social program. As a result, non-profit organizations are reliant, for the most part, on government funding. Specific service gaps identified include:
  - § Operational Funding to support service providers with their on-going operational expenses
  - § Funding Programs to support homelessness and housing initiatives. It was suggested that funding priorities should be existing programs that have a proven track record
  - § Awareness of Programs must increase as well as communication about available funding sources.

The City of Prince Albert 2007 Strategic Plan: A New Vision and a New Beginning to Build Foundation for a Better Future

Vision - - The City of Prince Albert supports a caring Community giving opportunities for all members to participate fully in an inclusive, socially conscious and culturally diverse Community. We are a vibrant Community building on exiting strengths, creating a diverse, sustainable and environmentally conscious economy.

Mission – The City of Prince Albert will provide programs, services, and opportunities to improve the quality of life in our Community.

SOCIAL DEVELOPMENT

The City of Prince Albert will take a leadership role and investment in the social development of our Community. Municipal strategies will be developed advancing the City's social agenda and will serve as one of several initiatives used to shape the City's social and physical environment. New initiatives will support a cross-disciplinary, integrative and community based approach striving to overcome social issues which affect the well being of our Community. The City of Prince Albert recognizes that issues relating to community wellness and livability is a central and key factor for growth and economic prosperity in our Community.

SOCIAL DEVELOPMENT (CITIZEN WELL-BEING)

1. Infrastructure *"To develop and maintain infrastructure to address social issues."* Complete an inventory of all recreation facilities in Prince Albert. Implement measures to ensure a long term Preventative Maintenance Program is implemented and options for service delivery are considered.
2. Planning *"The City will have a well planned and thought out social development agenda reflecting the needs of the Community."* Complete a Social Development Plan for The City of Prince Albert taking into consideration recommendations from the Community Services Department PMaster Plan and the Community Summit reports. Determine resources required to implement social development initiatives recognizing affordability and accessibility are key factors in the utilization of City owned recreation and cultural facilities. Stafrf development and strategies to encourage program participants become employable with City services should be investigated. Complete an Impact Study with respect to future recreational requirements following economic community growth.
3. Programming *"Develop programs that are affordable and assessable to enhance the health and well being of all citizens of Prince Albert."* An audit of existing social programs be undertaken, with primary focus on affordable, outreach programs accessible for all. Agreements with Community Agencies should be reviewed and adapted encouraging better accessibility and utilization. Implement strategies to develop skilled workers, including life skills training and mentorship programs.
4. Partnerships *"To develop, coordinate and integrate partnerships to promote a safe environment where well being is nurtured and all can realize their promise.* "Uniting to Heal" Governance Board and hiring of a Coordinator be coordinated. Integrate the City of Prince Albert Social Development Plan and Community Summit priorities into a short term Strategic Plan and establish goals and timelines to monitor progress. An Action Plan would be established and ongoing monitoring and reporting would be completed.
5. Other Goals The following other goals were identified and will be forwarded to the respective Interdepartmental Task Force to review during the development of their Work Plan:
   - Public Safety; and
   - Education and Promotion (Communication)

SAFETY

1. Planning *"To develop a more efficient and coordinated Plan to address community safety, through effective allocation of resources, timely financial management and community planning development and design."* Establish a Committee of all stakeholders (Fire, Police, Health, Administration, Education, Economic Development Agencies, First Nations, etc.) to review current and future financial and capital requirements of infrastructure, facilities and equipment ensuring measurable statistics are used in completion of Development Plans.
2. Root Cause *"To conduct a comprehensive evaluation of root causes that impacts public safety in Prince Albert and to create an Action Plan to address such root causes."* Identify a Steering Committee from group stakeholders including funding partners and complete an Assessment and Action Plan to address the root causes impacting public safety in Prince Albert.
3. Communication *"To deliver key information that will promote safety."* Establish a Committee of all stakeholders (Fire, Police, Health, Administration, Education, Economic Development Agencies, First Nations, etc.) to review current and future financial and capital requirements of infrastructure, facilities and equipment ensuring measurable statistics are used in completion of Development Plans. Identify a Steering Committee from group stakeholders including funding partners and complete an Assessment and Action Communication strategy reflecting "State of the City" regular messages from Administration, Police and Fire specific to community safety. Strategy may include liaison officer in downtown core, information mail-outs, newspaper, public appearances and media releases. Regular and ongoing presentations by Police and Fire to Community Agencies (social, education, business) responding to community safety concern. Emergency Response Plan and Occupational Health and Safety concerns be implemented.
4. Succession/Retention/Education *"To ensure that City Police and Fire Services have the required skills and resources to provide excellent service."* Complete an audit of existing services, employee skills set and service expectations for present and future demands. Identify a strategy to match services with required service and community concerns. Establish a Preventative Maintenance Program for all equipment and resources and investigate opportunities for Fire Training Programs in Prince Albert. Preventative Maintenance Program for all
5. Enforcement *"Effective enforcement as a function of public safety."* Ensure all Bylaws are enforced with potential enhancement with respect to housing standards, traffic safety, violent crime, and drugs in our Community. Create a Housing Standards Enforcement Team, which includes Bylaw Enforcement, Fire, Police, Fire & Building Inspectors, Health and DCR. Review the police resources and the Police Bylaw.
6. Other Goals

The following other goals were identified and will be forwarded to the respective Interdepartmental Task Force to review during the development of their Work Plan:

- Public Engagement; and,
- Lobbying.

Recommendations from *Community Summit & Survey Prince Albert & Area*

Issues/Service Gaps - continued

Home Ownership	Rental Housing	Supportive Housing	Transitional Housing	Emergency Shelter Beds

Education

- The Topic surfaced included: healthy relationships, sexual education, prenatal, parenting, basic life skills, cultural diversity, mentoring, community development, family literacy, how to safely and effectively communicate boundaries; learning how to plan, self-identity/esteem; pre-employment; trades; addictions and use of language
- Help the whole community to expand their understanding and increase their capacity to learn through work with the voluntary sector, organizations and agencies
- Establish continuity in order to offer long term programming with starting points for youth and adults who need assistance with reading, writing and the spoken language
- Help individuals to mentor others

Partnership Development

- Promote liaison between business, community service agencies and First Nations and Métis at an umbrella (e.g., REDA, PADIDA, Chamber) level and individual level; Directory including business (job skills, to facilitate linkages opportunities, jobs needed), social agencies; create awareness by profiling existing partners and services
- Promote involvement with urban Aboriginal individuals; use respectful language
- Promotion and connection with the First Nations communities and regional villages and towns; connect high schools and post secondary and ABE programs
- Identify strengths of businesses and business leaders across the communities including First Nations and Métis businesses

Coordination and Communication

- Coordinate agencies and establish communication between agencies; document the networking that been established at the summit; establish a community Coordinator through Uniting to Heal to become liaison with all community services providers
- Engage Aboriginal community service providers and funders, as well as establish and formalize communications and coordination
- How best to utilize our existing resources to optimize funding sources, developing funding proposals, prevent duplication
- Identify Inventory of needs, services and assets

Addictions

- Supply reduction: enforce existing laws and support with consequences; limit places that fill narcotic prescriptions so that it is monitored and tracked better and involve doctors in this; develop a media campaign, continue with Integrated Human Services Practicum
- Work with the Medical Community, Justice, and collaborate with all services: provide opportunities for doctors and pharmacists to learn with the community; lobby for tougher minimums and/or enforce existing minimum sentences
- Parent Education to cease enabling; accept addicts as people with an illness
- Networking with clergy, elders, business, recreation, education, volunteers, and employment
- Consistent messaging
- Community Awareness: Quality assurance; already have good networking with schools, health promotions ; and a range of programs DARE, PARTY, FAST, Operation TARGET, 180 Program, DEW program; these could be coordinated with the schools to enhance education at grade levels and within the commu ity
- Integration supports in the community – enhanced outpatient services, need for a full continuum of care (outpatient, inpatient, detoxification and aftercare as well as integration); someone to explore and coordinate this
- Collaboration of all services – examine other cities/provinces drug strategies and look at Uniting to Heal
- Post Treatment Services – a facility where brief detox can occur in a medically safe environment with assessment and aftercare services; an EMT is knowledgeable of community services and follow-up; 12 – 16 year olds need a place to go to rest, eat; families need to be referred to services
- Develop a Collaborative Drug Strategy for Prince Albert

Youth

- Engage youth in all aspects of the process by providing prevention and intervention, self esteem/self respect/responsibility development, a sense of belonging, create opportunities for leadership
- Reduce barriers to access such as bus transportation
- Treatment and recovery
- Safe Housing
- Community focus on youth
- Building stronger family support

Sustainable Funding

- Economic growth is needed to support sustainable social development
  - Identify priorities for social development, and funding opportunities
  - Highlight best practices for integration of private, public and community partnerships that work to the betterment of all sectors.
  - Ensure overlap in social programs is addressed
  - Demonstrate outcomes of good social development projects that support economic and public works
  - Identify who is affected – which private and public sector stake holders can benefit from investment in social development projects
  - Establish a communication and education plan between sectors to focus on best practices
- Well researched measurements to validate the necessity of levels of government and private business investment in social development
- Connections of all levels of government and private sector
- Focus on long term funding for social initiatives (move away from just short term)
- Coordinate to avoid redundancy

Housing

- It is important realize that poverty is the root cause of many of the problems people experience in housing
- Bring organizations and agencies together – police, fire, health, human services – to consider an inspection and/or licensing mechanism that would deal with substandard housing
- Build more housing, rejuvenate existing housing, anti-poverty strategies, encourage large employers to support home ownership for their employees
- Support for families and low-income individuals to buy their own homes
- Individuals are unable to maintain accommodation because of personal issues, mental health, alcoholism, substance abuse, gambling, etc., and this impacts on their lives and especially on their children
- Little is known about housing in Prince Albert. We all operate from anecdote and opinion. We need some real research to support some of the statements that are made about housing and the needs of specific groups.
- We need a centralized housing agency and to access funding and conduct research
- Housing is an essential component of economic development. If we are to develop as an educational center of excellence or develop other sectors like manufacturing we need housing. Also, housing is a major economic driver, producing construction jobs and considerable economic activity.

Homelessness

- Absolute homelessness (male, youth, children [not enough foster homes], couch surfing youth, hidden homelessness, transitional [people coming from institutions, health care, North, rural, etc.],
- Roots and causes of homelessness
- NIMBY attitudes and stigmas
- Create: Safe House for youth 12 – 15 years; Create emergency, transitional and long-term shelter for men; establish a proper population count for funding and service delivery

Supporting Community Partnerships Initiatives Funded Projects

Phase 1

Homelessness Initiative Funded Projects

2001 - 2003 Projects

Home Ownership	Rental Housing	Affordable Housing	Supportive Housing	Transitional Housing	Emergency Shelter Beds
			5. YWCA Support/Addictions Worker – Funding was used to hire a support/addictions worker to assist clients in areas of holistic healing, referrals, transportation, counseling, life skills training, crisis intervention, clothing, nutrition and advocacy - $74,396	10. Safe Shelter for Women Second Stage Housing – Funding used to redo the siding on the building and thereby to provide transitional housing for women and their children $25,000	1. Friends of the Prince Albert Lodge – Men's Shelter – Renovation of an existing building for use as a 10-bed furnished safe emergency shelter for single homeless men or men at-risk of homelessness in Prince Albert. The sponsor also provided support and services to the homeless men to assist them in obtaining self-sufficiency. $277,274
					3. YWCA – Renovations – Renovate and upgrade the YWCA second stage shelter facility in order to accommodate more women and larger families in the shelter. $244,008
					4. Prince Albert Safe Shelter for Women – Funding to purchase land and construct an 18-bed emergency shelter for abused women and their children - $300,000
			8. YWCA - Youth Energy – Funding to take a number of at-risk youth, them employment and life-skills that will enable them to work with other at-risk youth and open a downtown youth drop-in location - $229,332		7. Prince Albert Mobile Crisis Unit Cooperative Ltd. Funding to support a full-time Crisis Worker for a period of one year in order to continue operating the Mobile Crisis Services while developing a long term sustainability plan (Bridge Funding to Replace INAC Funding) $42,900

Homelessness Initiative Funded Projects

2003/2004 Projects

Home Ownership	Rental Housing	Affordable Housing	Supportive Housing	Transitional Housing	Emergency Shelter Beds

2. SCPI Planning Contract – City of Prince Albert – Prince Albert Community Action Plan on Homelessness and Housing – Funding to develop a community plan for homelessness in Prince Albert - $12,500

6. Prince Albert Métis Women's Aboriginal Mothers' Contact – Funding used to provide a central point of contact through which Aboriginal young mothers who are homeless or at-risk of becoming homeless can access a variety of services - $200,178

9. Prince Albert Police Service - Expansion of Operation TARGET - $76,136

Phase 2

Homelessness Initiative Funded Projects

2004/2005 Projects

Home Ownership	Rental Housing	Affordable Housing	Supportive Housing	Transitional Housing	Emergency Shelter Beds
		12. Manville Bay Feasibility Study – Riverbank Development Corporation – Funding to complete a feasibility study to determine the possibilities for purchasing and renovating a 30-unit townhouse complex for homeless families in Prince Albert - $30,000	15. River Bank Development Corporation – Built 5 duplexes in partnership with Sask Housing. Some units are used as transitional units for Aboriginal families and the rest are used as affordable housing. The two lots that NHI funded are located in Midtown area and West Flat. $465,000		

13. Family Wellness Centre – Kids First - Funding to produce a template for a family wellness centre for all homeless and at-risk families in Prince Albert - $32,140

14. Prince Albert Central Housing Agency Feasibility Study – City of Prince Albert – Funding to develop a centralized housing agency model for Prince Albert, and to create a sustainability and implementation plan model for Prince Albert. The agency will assist local housing and community development groups provide a range of services to help people with housing issues including those who are homeless. $25,000

11. and 16. Catholic Family Services This was a phase two part of a co-location project. Five other non-profit organizations were working with CFS to build one building that will house all services, making it easier for those dealing with issues of homelessness to access them. $40,050

Homelessness Initiative Funded Projects

2005/2006 Projects

Home Ownership	Rental Housing	Affordable Housing	Supportive Housing	Transitional Housing	Emergency Shelter Beds
			17. Canadian Mental Health – Funding used to renovate the sponsor's existing building in order to address structural issues and allow for expansion and the opportunity to assist more clients through their meal program. These necessary upgrades gave the sponsor the capacity to provide meals to a greater number of people as well as expand their services and increase sustainability through catering - . $172, 193	19. Ranch Ehrlo – Feasibility study to create a business and program plan to construction transitional housing for males aged 16 – 21 in Prince Albert. The business plan addressed any potential NIMBY and sustainability issues. Research into community partnerships and referral agencies was also completed. There are no such type accommodations available for this target group. $9,000	
			22. Prince Albert Outreach Program – PA Outreach Van – Funding used to purchase a 15-seat van usedto provide mobile service so that outreach workers can offer youth at-risk of homelessness immediate assistance such as nutrition, clothing, condoms, referrals, and support - $40,000		
			25. Family Futures Renovations – Funding used to cover the cost of renovations and furniture for a Family Futures facility. Daycare spaces were increased and space for parent programming was made available for pregnant women and families who are homeless or at-risk of becoming homeless. Infant day care spaces were increased from 6 – 9 and more space is available for more toddler/preschool children $38,700	23. Salvation Army conducted a feasibility study, to assess the needs of sexually exploited youth that are not currently being met by existing services and programs in Prince Albert and to conduct a study to develop safe shelter for people who wish to leave the sex trade. The project also helped to create stronger community partnerships and assessed the long term ability to sustain the project. $13,000	
				20. Canadian Mental Health Feasibility study which researched transitional housing options for individuals coping with mental illness. The study addressed potential NIMBY and sustainability issues. Research into community partnerships and referral agencies was also completed. - $8,000	

14. City of Prince Albert – Central Housing Agency Feasibility Study - $22,754

18. Riverside Community School Association – Midtown Community Connections - Funding to establish a community resource room as a drop-in centre for families dealing with homelessness issues. It provides a safe and supportive place where people can find up-to-date information on resources, and access shower and laundry facilities. A useable, informative pamphlet on surviving in Prince Albert was developed and distributed to the public. $44,490

21. Prince Albert and Area Uniting to Heal - Communication – A Vehicle to Promote Understanding Stimulate Social Change – Funding used to undertake a public awareness campaign to educate the general public and professionals on how addictions lead to homelessness. The project included public rallies, interprofessional dialogues on radio, development of a website, measurement of change pre and post intervention, and a Community Summit to discern core issues in Prince Albert - $62,205

Homelessness Initiative Funded Projects

2006/2007 Projects

Home Ownership	Rental Housing	Supportive Housing	Transitional Housing	Emergency Shelter Beds
		28. YWCA of Prince Albert – 8-Bed Male Youth Shelter Residence – Funding was used to renovate office space in the YWCA into residential living quarters for male youth who are homeless to provide 8 beds to male youth between 16-25 who are homeless. The contribution covered renovation expenses, installation of a security system, and training and wages for additional staff. - $164,366	26. Prince Albert Métis Women's Association purchased, renovated and furnished a 4-plex which was converted into a 9-bed transitional homes for homeless male youth aged 16 – 29. Provides 6 transitional beds and 3 respite beds in a transitional housing facility. $266,720	
			24. Salvation Army – Transitional Home Predevelopment Stage – Funding used to assist the salvation Army in completing a predevelopment plan for an 8 – 10 bed shelter for women exiting the sex trade. This project provided architectural plans, addressed location issues and NIMBY concerns, operational budgets, staff requirements, and assisted in providing program direction. -$14,000	

27. Riverside Community School – Citizens in Action – Funding used to establish an ongoing Steering Committee which will build relationships between the business sector and community members affected by homelessness and, to increase the community's understanding of homelessness issues and their ability to respond in a meaningful way. $32,000